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SACRAMENTO CENTRAL CITY 1990

DRAFT FINAL REPORT FOR PUBLIC REVIEW & COMMENT

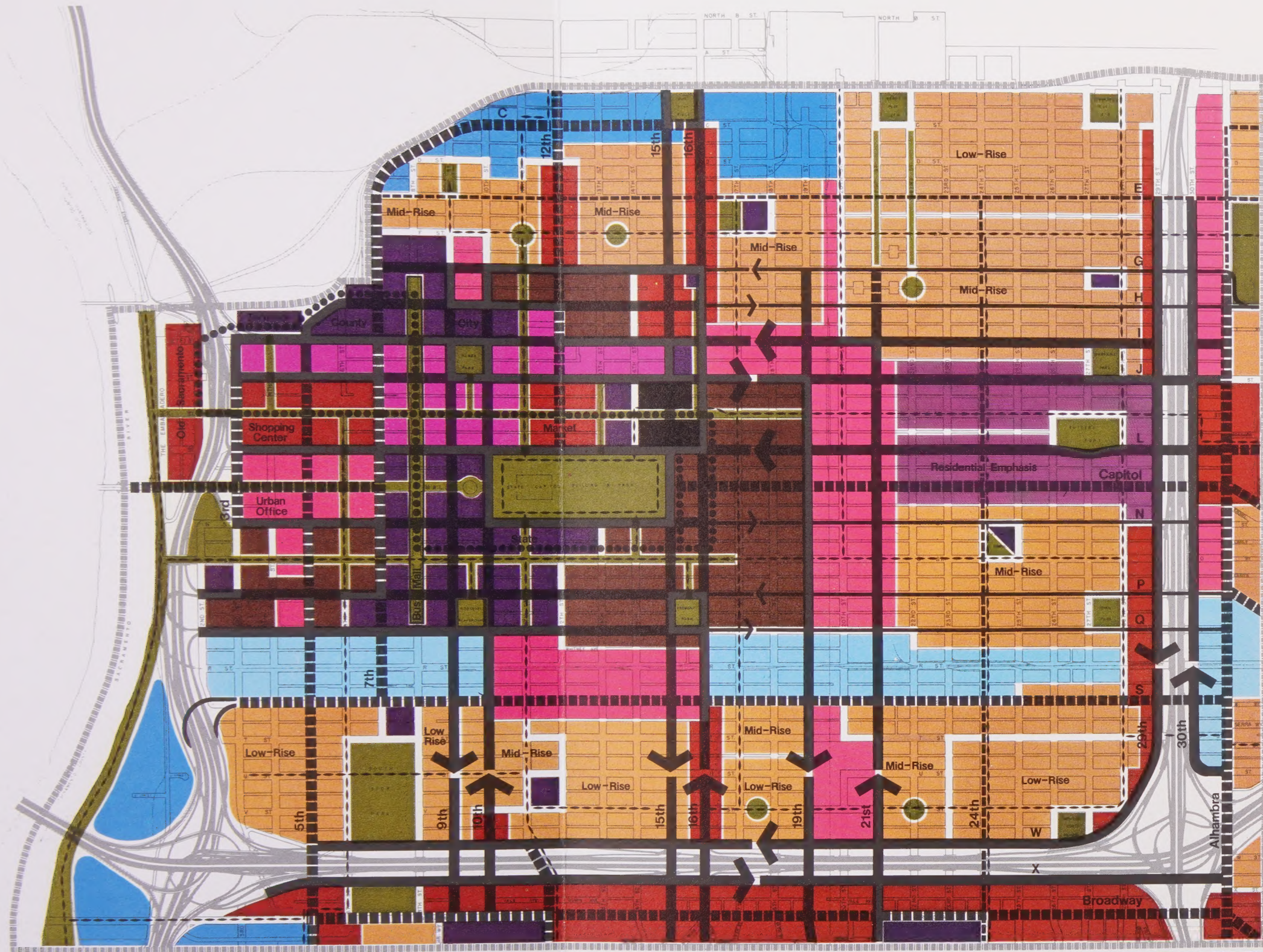
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COMPREHENSIVE PLAN

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central
Sacramento city California
study

Comprehensive
Plan - 1990

Legend:

Land Use

- Existing Neighborhood
- Planned Neighborhood
- High Density Residential & Office
- Commercial
- Office
- Heavy Commercial
- Industrial
- Public
- Multi-Use
- Mixed Use

Open Space

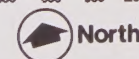
- Existing Park
- Proposed Park
- Open Space Linkage
- Bike Path
- Bike Lane

Transportation

- Major One-Way Street
- Minor One-Way Street
- Major Two-Way Street
- Minor Two-Way Street
- Local Street
- Shuttle Bus System

Scale in Feet

0 300 600 900 1200



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TABLE OF CONTENTS

PART I:	INTRODUCTION _____	1
	A. <u>PURPOSE OF PLAN</u>	1
	B. <u>STUDY AREA</u>	1
	C. <u>GOALS</u>	2
PART II:	SUMMARY _____	9
	A. <u>RECOMMENDATIONS</u>	10
	B. <u>COST ESTIMATES</u>	13
PART III:	LAND USE PLAN _____	15
	A. <u>BACKGROUND</u>	16
	1. Geographic Areas of Plan	16
	2. Definitions of Land Use Designations	17
	3. Other Plans Within Central City	17
	B. <u>CENTRAL BUSINESS DISTRICT (CBD)</u>	17
	1. Background	17
	2. Land Use Provisions	18
	- Shopping Center	
	- Multi-use Center	
	- Commercial Market	
	- Planned High Density Residential/Office	
	3. Public Facility Improvements	24
	4. Recommendations for Implementing Land Use Provisions	25

C.	<u>BALANCE OF CORE (Excluding CBD)</u>	25
1.	Background	25
2.	Land Use Provisions	27
	- State Office Area	
	- City & County Office Area	
	- Urban Office (Capitol Mall)	
	- Historic Old Sacramento	
	- Planned Residential Neighborhood	
3.	Public Facility Improvements	31
4.	Recommendations for Implementing Land Use Provisions	31
D.	<u>FRAME: NON-RESIDENTIAL</u>	32
1.	Background	32
2.	Land Use Provisions	33
3.	Public Facility Improvements	35
4.	Recommendations for Implementing Land Use Provisions	35
E.	<u>FRAME: RESIDENTIAL</u>	
1.	Background	36
2.	Land Use Provisions	36
3.	Public Facility Improvements	40
4.	Recommendations for Implementing Land Use Provisions	40

PART IV:	<u>SYSTEMS PLAN</u>	45
----------	---------------------	----

A.	<u>TRANSPORTATION</u>	46
1.	Background	46
2.	Recommended Roadway Network	47
	- Regional Roadway Improvements	
	- Central City Roadway Modifications and Improvements	
	- Cost Estimates for Roadway Improvements	
3.	Recommended Parking Program	51
	- Core Area Parking Needs	
	- Estimates of Cost for Developing New Parking in Core	
	- Frame Area Parking Needs	
	- Parking Management Program (summary of proposals)	

4.	Recommended Public Transit Plan	61
-	Recommended Improvements	
-	Cost Estimates	
5.	Recommended Bikeway Plan	64
-	Recommended Improvements	
-	Cost Estimates	

B. OPEN SPACE

1.	Background	68
2.	Recommended Park System	68
-	Recommended Changes & Improvements	
-	Cost Estimates	
3.	Recommended Open Space Linkages	69
-	Proposed Open Space Linkages	
-	Cost Estimates	

PART V: HOUSING 72

A. MARKET RATE HOUSING DEMAND 73

B. LOW INCOME HOUSING NEEDS 73

- Satisfying Owner-Occupied Low Income Housing Needs
- Satisfying Renter-Occupied Low Income Housing Needs

C. INDIGENT MEN 78

PART VI: OTHER PROVISIONS 81

A. ENERGY 82

1.	Background	82
2.	Recommendation for Stationary Users	82
3.	Recommendation for Mobile Users	83

B. CITIZEN PARTICIPATION IN IMPLEMENTATION 83

C. USE OF FREEWAY RIGHT-OF-WAY 84

PART VII:	APPENDIX	86
A.	<u>ADDITIONAL FINDINGS</u>	87
1.	Population	87
2.	Housing	88
3.	Economy	94
4.	Land Use	95
5.	Transportation	95
6.	Energy	103
B.	<u>DEFINITIONS</u>	108
C.	<u>COMPARABLE ZONING CLASSIFICATION</u>	111
D.	<u>STUDY PROCESS</u>	113
E.	<u>METHODOLOGY FOR ESTIMATING HOUSING NEEDS</u>	116
F.	<u>MINORITY REPORTS</u>	119
G.	<u>BIBLIOGRAPHY</u>	131

GRAPHICS

Comprehensive Plan	-	Inside Front Cover
Study Area	-	1
Land Use Components	-	16
Adopted Plans Within Central City	-	18
CBD Schematic	-	19
Balance of Core Schematic	-	26
Planned Neighborhood	-	30
Frame Non-Residential Areas	-	33
Frame Residential Areas	-	37
Neighborhood Areas in Frame	-	38
Neighborhood In-Fill Housing	-	39
Density Range of Existing Neighborhoods	-	43
Typical Lot Pattern and Proposed Densities	-	42
Regional Roadway Improvements	-	48
Roadway Network	-	50
Core Area Transit	-	62
8th Street Bus Mall	-	63
Propose Bikeway System	-	66
Open Space Linkage Example	-	71
Freeway Right-Of-Way Map	-	85
Neighborhood Areas in the Frame	-	88
Population Distribution	-	90
Employment Distribution	-	96
Non-Residential Land Use Trends 1960-1974	-	97
Neighborhood Land Use Trends 1960-1974	-	98
Parking by Operator	-	102
Official Zoning Map	-	112

TABLES

Central City Public Improvements Costs by Phase	-	14
Roadway Improvements	-	52
Roadway Improvements by Phase	-	53
Development of New Parking Spaces	-	55
Parking Construction Costs-Core Area	-	55
Example Parking Rate Structures	-	60
Transit Expansion Schedule	-	63
Transit Program by Phase	-	65
Bikeways by Type	-	67
Proposed Central City Parks	-	70
and Development Costs		
Open Space Linkages by Type	-	71
Owner-Occupied Deficient Housing	-	118
By Neighborhood - 1970	-	
Renter-Occupied Deficient Housing	-	118
By Neighborhood - 1975	-	
Satisfying Projected Renter Occupied	-	77
Housing Need - 1990	-	
Social Demographic Characteristics of	-	79
Public Inebriates	-	
Central City Households by Lifestyle	-	87
and Income - 1975	-	
Central City Housing Characteristics - 1970, 1974	-	89
Central City Energy Consumption By Stationary Users	-	105
Transportation Fuel Consumption	-	106
Comparable Zoning Classification to Designated	-	111
Land Use In Draft Plan		

PART I:

INTRODUCTION

A. PURPOSE OF PLAN

B. STUDY AREA

C. GOALS

PART I - INTRODUCTION

A. PURPOSE OF PLAN

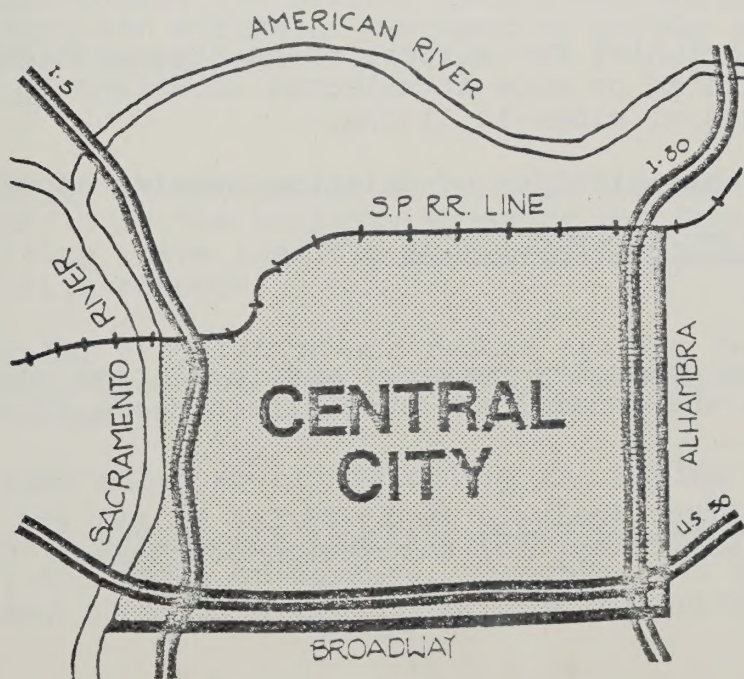
This comprehensive Plan is to serve as a guide for the public and private development and revitalization of central city until 1990. Many recommendations in the previous 1961 plan have been implemented and changing social, economic, and environmental interests have introduced new and different concerns. The City Planning Commission charged the Central City Study Committee (CCSC) to examine six primary elements in the preparation of an updated plan:

1. Community Goals
2. Land Use and Developments
3. Multi-Modal Transportation and Circulation Systems
4. Environmental and Economic Concerns
5. Public Services
6. Implementation

B. STUDY AREA

The Central City is commonly referred to as the "Old City" and comprises over 700 city blocks. Specifically, the Central City is all the property lying between the Sacramento River on the west, the Southern Pacific Main Line Railroad levee on the north, Alhambra Boulevard on the east, and Broadway on the south. The properties fronting upon the eastern side of Alhambra and the southern side of Broadway are also within the Central City.

Study Area



C. GOALS

Goals and sub-goals were established early in the study as the official guidelines by which the Plan would be prepared. *

The PRIMARY GOALS of the Plan is to continue revitalization of the Sacramento Central City area as a viable living, working, shopping, and cultural environment with a full range of day and night activities.

HOUSING AND RESIDENTIAL

Goal

Provide adequate housing for all residents of the Central City at all socio-economic levels, and a choice of housing types by developing new housing and conservation of existing housing.

Sub-Goals

Create more identifiable neighborhood units which have clear boundaries and a nucleus for activities.

Conserve viable low density residential neighborhoods from encroachment of non-compatible uses and excess vehicular traffic.

Provide the opportunity for developing high density planned residential complexes of various scales within designated areas to meet present and future housing needs.

Provide additional housing units to meet the needs of elderly persons, low-income families, and other groups with specialized housing needs.

Provide the opportunity for mixture of housing with other uses in the same building or site at selected locations to capitalize on the advantages of close-in living.

Encourage the rehabilitation of existing housing stock where feasible.

COMMUNITY SERVICES AND FACILITIES

Goal

Provide adequate community services and facilities within convenient access to serve the general and specialized needs of all residences.

* See Central City Study Analysis (6-13-75/Leo Daley) and Attitude Survey Results (10-2-75/Leo Daley) for derivation of goals.

Sub-Goals

Continue to maintain and improve the existing level of public services, public transit, libraries, senior citizen facilities, and public health facilities.

Encourage the establishment of adequate neighborhood facilities, such as community recreation and youth centers to serve community needs.

Discourage impacting residential neighborhoods with social rehabilitation facilities.

EDUCATION

Goal

Maintain quality educational/vocational facilities and services for Central City residents.

Sub-Goals

Promote special educational programs to meet particular needs such as adult education.

Maximize use of school facilities on a non-school hour and year-round basis.

TRANSPORTATION

Goal

Encourage the development of an overall balanced system of transportation which emphasizes public transit and which provides for safe, convenient and efficient movement of people and goods in and through the Central City.

Sub-Goals

Establish a major street system which will accommodate and route vehicular traffic to the activity areas of the Central City without directing where possible such traffic through viable residential neighborhoods.

Improve vehicular circulation and reduce traffic congestion in the Central Business District area, especially circulation to and from freeway access ramps.

Support programs aimed at significantly increasing bus transit riders.

Provide adequate off-street parking at major employment and activity areas to meet the needs of workers, shoppers, and visitors, and reduce the impact of parking on surrounding residential streets.

Sub-Goals Cont'd

Develop a safe bikeway system within the Central City with connections to major facilities in and outside the Central City area.

Provide for safe pedestrian movement in the Central City circulation system.

Retain necessary railroad trackage needed to serve industrial uses; however, where feasible, convert unneeded railroad rights-of-way to appropriate land uses.

Develop a truck route system that will accommodate the needs of the business community and minimizes impact of truck movements on traffic and residential neighborhoods.

Utilize public policies to encourage public transit usage and car pooling.

URBAN DEVELOPMENT

Goal

Provide for organized development of the Central City whereby the many interrelated land use components of the area support and reinforce each other and the vitality of the community.

Sub-Goals

Develop guidelines for desirable land use patterns and intensities of development within areas of the Central City. These guidelines should include the impact of various uses on transportation needs.

Identify areas in transition and determine a desired direction for future development of the area.

Encourage coordination development of various governmental complexes in the Central City to ensure their future growth needs are compatible with the Central City Plan.

Encourage development of adjacent areas in such a manner as to be compatible with developments in the Central City.

PARKS AND RECREATION

Goal

Provide adequate parks and recreation facilities and services within convenient access of Central City residents.

PARKS AND RECREATION

Sub-Goals

Increase development of bikeway facilities within the Central City and provide convenient access to city and regional bikeways.

Improve active recreation facilities especially oriented towards young adults and families.

Encourage joint use of school sites for active recreation areas.

Encourage development of community recreation centers in conjunction with park and recreation facilities.

Provide neighborhood mini-parks with activities oriented towards the Central City Neighborhood residents.

Enhance the open space/recreation and scenic value of the Sacramento and American Rivers.

COMMERCIAL

Goal

Provide for a range of commercial activities which meet the needs of the residents, employees and visitors to the Central City.

Sub-Goals

Continue the revitalization of the Central Business District as a major commercial center in the region.

Development of commercial activities in the Central Business District should be limited to the existing area utilized for these purposes.

Continue to provide cultural and entertainment activities in the Central City so as to increase usage of the Central Business District.

Improve the physical and social conditions, urban aesthetics and general safety of the Central Business District.

Encourage mixed land uses in and around the Central Business District in order to increase the economic viability of the area.

Encourage implementation of the Central City Development Project.

Improve existing business/commercial corridors and encourage a more compact and centralized development which does not encroach into residential areas.

COMMERCIAL Cont'd

Sub-Goals

Provide the opportunity for development of a limited number of neighborhood convenience centers located in or adjacent to residential areas to serve the daily needs of residence.

Encourage the development of transitional land use areas with land uses compatible with adjacent developments.

Continue the development of historic "Old Sacramento" as a major tourist entertainment and cultural area in the region.

Provide for the development of ancillary facilities in the Central Business District which foster the economic growth of the area.

OFFICE

Goal

Provide the opportunity for office development in appropriate areas of the Central City, placing emphasis for development in and around the Central Business District.

Sub-Goals

Maintain and encourage quality office areas in the Central City.

Encourage public and private office development in or close to the Central Business District.

Encourage office development in various locations of the Central City when compatible with the adjacent land uses and circulation system.

Encourage full utilization of existing office areas in the Central City.

INDUSTRIAL

Goal

Upgrade the existing industrial areas of the Central City and minimize incompatibilities with adjacent land uses.

Sub-Goals

Identify the existing primarily industrial areas and existing incompatible relationships with other land uses.

Develop ways to minimize or eliminate these identified incompatible relationships.

INDUSTRIAL Cont'd

Sub-Goals

Encourage development of design standards for evaluating future industrial developments that may occur within identified industrial areas.

Identify new types of light industrial uses that may be desirable and appropriate in industrial areas.

ENVIRONMENT

Goal #1

Improve the physical quality of the environment for Central City residents, shoppers, employees, and visitors.

Sub-Goals

Provide an environment which is free to annoying noise and continue to reduce air pollution.

Reduce the impact of traffic upon residential neighborhoods and discourage where possible through traffic from low-density residential areas.

Goal #2

Create an attractive urban setting in the Central City which capitalizes on the unique opportunities and amenities present.

Sub-Goals

Improve visual qualities, especially signing, building and yard maintenance, commercial developments and overhead utilities.

Enhance the appearance and surroundings of downtown.

Support programs for the preservation of historically and architecturally significant structures which are important to the unique character of the Central City.

Develop urban design standards which provide open space, attractive landscaping, and encourage creative design features which are sensitive to the urban forms, scales, and patterns found in the Central City.

Capitalize and improve upon existing activity centers in the Central City as well as develop new centers in such a manner as to contribute to the total use of the Central City. These centers should include the Community Center, Historic Old Sacramento area, Central Business District, and various cultural facilities.

ENVIRONMENT Cont'd

Sub-Goals

Encourage evening activities in the Central Business District which will attract people and increase safety for pedestrians.

Protect and enhance the unique visual features such as entrances into the Central City, attractive arterials, notable land marks, and access to views of the rivers.

ENERGY

Goal

Encourage efficient use of energy and natural resources in the Central City.

Sub-Goal

Consider energy savings in developing land use patterns and circulation/transportation.

Encourage measures which will reduce energy consumption in existing and new buildings.

Encourage building design and orientation and site designs which conserve energy.

Encourage rehabilitation, maintenance and utilization of existing structures where feasible and where a savings of natural resources may be realized by not building a new structure.

IMPLEMENTATION

Goal

Provide an implementation strategy in the Central City Plan which can be utilized by public and private agencies to guide development.

Sub-Goals

Develop a realistic implementation strategy which can be implemented.

Develop an implementation strategy which includes recommendations for policies, priorities, and regular methods for revitalization of the Central City and provisions to guide the short-and-long-range development of the area.

Encourage periodic update of the Plan to ensure the goals are still realistic or desirable.

Encourage coordination of City plans and programs based on the findings and recommendation of the Central City Plan.

PART II:

SUMMARY

A. RECOMMENDATIONS

B. GOALS

PART II - SUMMARY

RECOMMENDATIONS

This portion of the report presents a summary of recommendations within three "Five-Year Phase" timetable. The rate of implementation for many items will be contingent on available local revenues and success in securing federal and state assistance.

<u>PHASE I (1976-1980)</u>	<u>Lead Agency Responsible</u>
- Officially adopt the Sacramento Central City Plan	City Council
- Lobby for adoption of the Capitol Area Plan for local participation in developing housing in the Capitol area	City Council
- Appoint a Citizen Advisory Committee to support and monitor the progress of plan implementation.	City Council
- Initiate revision of the Zoning Ordinance to conform with the adopted Central City Plan	Planning Dept.
- Conduct a survey for historic and/or architectural significance of non-residential structures pursuant to the second phase objectives of the City's Preservation Program.	Planning Dept.
- Investigate the application of energy conservation measures currently under study by State and County to City Zoning Ordinance & Building Codes.	Planning Dept. Bldg. Div.
- Investigate the possible application of the State recommended Historic Structures Code to City Codes when completed.	Build. Div. Planning Dept.
- Investigate the potential use of tax increment funds to provide housing in the CBD & Neighborhood areas.	Housing Re-development Agency
- Continue to fund & seek additional Non-City funding for low-income housing assistance, should Non-City funding fall short of estimated funding levels needed to obtain housing needs goal, additional local funding should be allocated.	HRA
- Apply to the California Housing & Finance Agency for designation & funding under the Neighborhood Preservation Program	HRA
- Leverage local funds through lending institutions for rehabilitation loans	HRA
- Encourage facilities for indigent men to locate throughout the county.	City Council

- Utilizing the redevelopment process, selectively acquires key sites or structures in the Core area and make them available for new development or rehabilitation. HRA

- Amend the Central City Redevelopment Boundary to include the new residential & office use areas in the Core. HRA

- Institute the open space & bikeway linkages between Discovery Park and Miller Park, along 11th Street and O Street. Recreation & Parks Dept.

- Develop the southside neighborhood Mini-Park and convert Newton Booth School site to park use. Recreation & Parks Dept.

- Support the feasibility of increasing the Regional Transit bus fleet by 300 buses through both maximum financial support possible and by City decisions which support growth in transit usage. Regional Transit.

- Support development of "long haul" peripheral park and ride services. RT

- Improve the service area and frequency of the downtown shuttle bus service as new employment and activity generators are developed. RT

- Improve R Street for local circulation and truck usage after the abandonment of a portion of the railroad right-of-way by Southern Pacific. Engineering Dept.

- Monitor peak traffic periods on I, J, 5th, 9th, 10th, 15th, & 16th Streets during all three phases. Excessive traffic delays on these streets may require removal or restriction of curb parking during peak periods. Traffic Div.

- Install traffic signals at various locations on E, F, G, H, N, O, P, Q and T Streets to reduce traffic volume, speed and noise, implement measures expedite traffic on. Traffic Div.

- Conversion of E, F, S, & T Streets to two way operation. Traffic Div.

- Investigate and report on implementation of Parking Management Plan Measures for: controlling parking supply and pricing, visitor and employee parking allocations, carpool incentives, staggered work hours, and Residential Parking Permit Program (see pages 7-32, 7-33, - 7-34 of Parking Management Plan for more detailed discussion) Traffic Div.

- Undertake a detailed study of the parking requirements of the City Zoning Ordinance with the objectives of further defining land use categories, establishing maximum parking ratios and defining parking guidelines for the Central Business District. Traffic Div.
- Prepare an ordinance enabling new development to contribute to public transit facilities in lieu of a specified maximum reduction in the number of parking spaces which must be provided. Traffic Div.
- Prepare a City Ordinance establishing a resident parking permit program. Traffic Div.
- Initiate the detailed investigations of a City parking space tax. Traffic Div.
- Attempt to have the Federal Aid Urban (FAU) system modified to reflect the Central City Plan. Traffic Div.
- Develop 2,100 new parking spaces City Parking Authority

PHASE 2 (1981-1985)

- Continue the implementation programs established in Phase I -
- Investigate alternative zoning techniques successfully used by other Cities to achieve conservation of neighborhoods in the Central City. Planning Dept.
- Develop the Alkali and East Central neighborhood mini-parks Recreation & Parks Dept.
- Institute portions of the bikeway system and open space linkages Recreation & Parks Dept.
- Support the further increase of the Regional Bus fleet by 260 buses. Regional Transit
- Develop the 8th Street bus mall Regional Transit
- Investigate feasibility of a grade separation at the J Street ramps from I-5 and the removal of traffic signals at P & Q ramps from I-5 when traffic increases warrant modifications. Traffic Div.
- Continue to report on implementation of parking management measures Traffic Div.
- Construct C Street Extension to 7th Street Traffic Div.

- Construct the Elvas-Richard Connector from Route 160 to I-80 Traffic Div.
- Construct S Street ramps to Interstate 5 Traffic Div.
- Develop 2,780 new parking spaces City Parking Authority

PHASE 3 (1986-1990)

- Continue the implementation programs established in Phase I and II. -
- Develop the Washington neighborhood, Southeast neighborhood, and Northeast neighborhood mini-parks Recreation & Parks Dept.
- Institute the remaining portions of the bikeway system and open space linkages. Reacreation & Parks Dept.
- Support the increase of the regional bus fleet by 170 buses Regional Transit
- Construct the remaining portion of the Elvas-Richards Connector Traffic Div.
- Construct the 15th Street Extension Traffic Div.
- Construct the I Street off-ramp from south-bound Interstate 80 Traffic Div.
- Construct the I Street underpass at Interstate 80 Traffic Div.
- Continue to report on implementation of parking management measures Traffic Div.
- Develop 1,800 new parking spaces City Parking Authority

B. COST ESTIMATES

Many recommendations contained in the report can be achieved through administrative channels and do not require large outlays of money (e.g. zoning ordinances revisions). However, those involving public improvements and new programs will require identification of revenue sources and programing of costs into various budgets. On the following page is a listing of cost estimates for various recommendations involving public improvements. Specific discussion of potential sources of funding are discussed in the subject sections of this report.

CENTRAL CITY PUBLIC IMPROVEMENT COSTS BY PHASE
(Assuming full non-city governmental assistance)

Improvement	Total Project Cost		Non-City Share		City Share	
	Dollars	Percent	Dollars	Percent	Dollars	
Phase 1 (1976-80)						
Parks						
Newton Booth School Site	\$ 1,187,500	-	-	100%	\$ 1,187,500	
Southside Mini-Park	570,000	-	-	100%	570,000	
Bikeways	31,600	33%	10,400	67%	21,200	
Roadways	-	-	-	-	-	
Parking						
2,100 parking spaces	10,500,000	-	-	100%	10,500,000	
Transit Program	107,420,000	66%	70,820,000	(Unfunded operating deficit \$36,600,000 to be satisfied by City-County support)		
Sub Total	\$119,709,100		\$ 70,830,400		\$ 12,278,700	
Phase 2 (1981-85)						
Parks						
Alkali Mini-Park	\$ 570,000	-	-	100%	570,000	
East Central Mini-Park	570,000	-	-	100%	570,000	
Bikeways	31,600	33%	10,400	67%	21,200	
Roadways						
C Street Extension	440,000	83%	365,200	17%	74,800	
Traffic Signals	750,000	-	-	100%	750,000	
Elvas Richards Connector (Route 160 to I-80 and interchange)	5,355,000	83%	4,444,650	17%	910,350	
S Street Ramps	1,190,000	100%	1,190,000	-	-	
Parking						
2,780 parking spaces	13,900,000	-	-	100%	13,900,000	
Transit Program	177,000,000	54%	94,700,000	(Unfunded operating deficit \$82,300,000 to be satisfied by City-County support)		
Sub Total	\$199,806,600	-	\$100,710,250	-	\$16,796,350	
Phase 3						
Parks						
Southeast Mini-Park	\$ 570,000	-	-	100%	\$ 570,000	
Washington Mini-Park	570,000	-	-	100%	570,000	
Northeast Mini-Park	570,000	-	-	100%	570,000	
Bikeways	31,600	33%	\$ 10,400	67%	21,200	
Roadways						
15th Street Extension	2,150,000	50%	1,075,000	50%	1,075,000	
I Street Off-Ramp	960,000	75%	720,000	25%	240,000	
Elvas Richards Connector (I-80 to Elvas Blvd.)	1,543,000	83%	1,280,690	17%	262,310	
I Street Underpass of I-80	1,750,000	83%	1,452,500	17%	297,500	
Parking						
1,800 parking spaces	9,000,000	-	-	100%	9,000,000	
Transit Program	227,300,000	45%	103,400,000	(Unfunded capital and operating deficit \$123,900,000 to be satisfied by City-County support)		
Sub Total	\$244,444,600	-	\$107,938,590	-	\$12,606,010	
TOTAL	\$563,960,300	-	\$279,479,240	-	\$41,681,060	

*Does not include City portion of unfunded transit program deficit)

PART III:

LAND USE PLAN

A.. BACKGROUND

1. Geographic Areas of Plan
2. Definitions of Land Use Designations
3. Other Plans Within Central City

B. CENTRAL BUSINESS DISTRICT (CBD)

1. Background
2. Land Use Provisions
 - Shopping Center
 - Multi-use Center
 - Commercial Market
 - Planned High Density Residential/Office
3. Public Facility Improvements
4. Recommendations for Implementing Land Use Provisions

C. BALANCE OF CORE (Excluding CBD)

1. Background
2. Land Use Provisions
 - State Office Area
 - City & County Office Area
 - Urban Office (Capitol Mall)
 - Planned Residential Neighborhood
3. Public Facility Improvements
4. Recommendations for Implementing Land Use Provisions

D. FRAME: NON-RESIDENTIAL

1. Background
2. Land Use Provisions
3. Public Facility Improvements
4. Recommendations for Implementing Land Use Provisions

E. FRAME: RESIDENTIAL

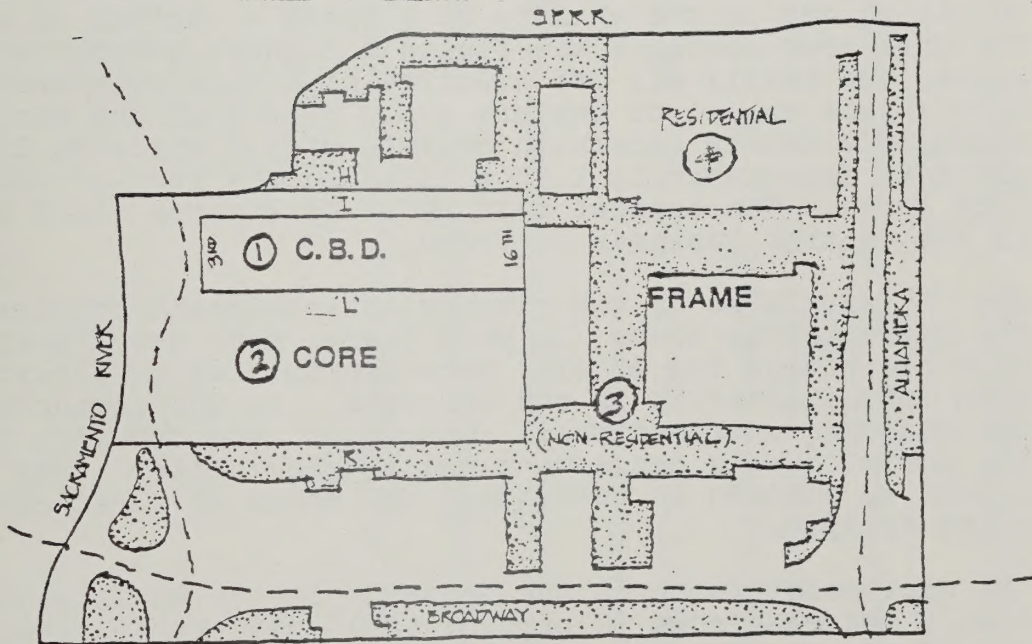
1. Background
2. Land Use Provisions
3. Public Facility Improvements
4. Recommendations for Implementing Land Use Provisions

PART III - LAND USE PLAN

A. BACKGROUND

Land use patterns in the Central City has changed significantly since the 1961 Central City Plan. Major contributors to the changes in pattern have been freeway development, governmental expansion and redevelopment projects. Changing social/economic needs also have contributed greatly to land use changes. This appendix contains maps illustrating land use and land use changes since 1960. (Page 97).

1. Geographic Areas of the Plan - The Land Use Plan (inside front cover) is based upon and discussed as four separate geographic areas:
 1. "The Central Business District" (CBD), bounded by 3rd, 16th, I to L Streets.
 2. The balance of the Core generally bounded by H, R and 16th Streets to the Sacramento River.
 3. The "Frame" is the area of the entire Central City excluding the Core. The Frame is discussed by non-residential portions and
 4. Residential Portions



Land Use Components

2. Definition of Land Use Designations - A descriptive definition of selected Land Use Designations are contained in the Appendix-Definition section. A listing of comparable zoning classification for each Land Use Designation is also in the Appendix.
3. Other Plans within the Central City - There are other adopted plans within the Central City area which specify limited land use for those areas and therefore influence the Central City Plan Land Use Designations. A map of these plan areas appears on opposite page.
 - Project 2A - Capitol Mall Redevelopment Project
 - Project 3 - Capitol Mall Extension Redevelopment Project
 - Project 4 - Capitol Mall Riverfront Redevelopment Project
 - Alkali Flat Redevelopment Project
 - Central City Development Project
 - Capitol Area Plan "State of California"

B. CENTRAL BUSINESS DISTRICT (CBD)

1. Background

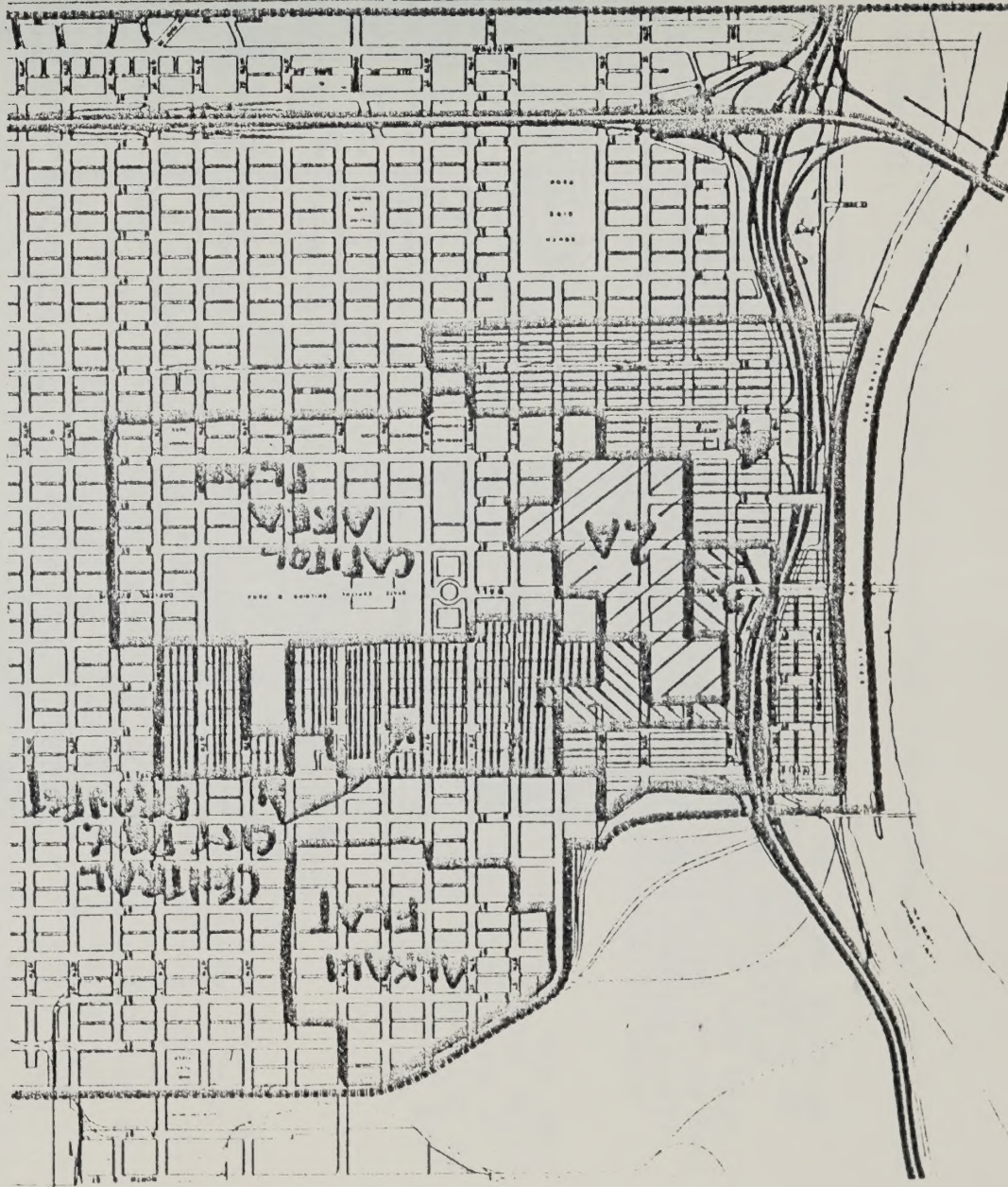
Sacramento's Central Business District (CBD) is generally associated with retail activities. The retail function has declined substantially in the past 15 years. Today it is no longer the dominant shopping center in the region, but rather only one of several large scale centers throughout the metropolitan area. If positive action is not taken, additional stores will close, more vacancies will appear, sales volumes will drop, and tax revenues will continue to decline.

The future potential of the CBD lies not exclusively in its retail function, but in the ability to attract a variety of activities. The Core Area contains the region's highest concentration of office space, and nearly all its prestige high-rise construction. The Core should expect to capture about 35-40% of the projected Sacramento County growth in private office space by 1990. This represents approximately 1.25 million square feet of additional office space. The largest portion of this space could be located in the Central Business District.

The CBD area also is the visitor/entertainment/cultural center for the Metropolitan area. In past years, most new transient accommodations (hotels and motels) were constructed in suburban locations, with little activity in the CBD area. As the community Center and Old Sacramento expand their activities, the CBD will further enhance its position as a convention and lodging center. The CBD should expect to sustain an additional 800 rooms of first class accommodations by 1990.

The employment force in the Central City is anticipated to potentially increase some 30 percent of 19,000 new employees by 1990. Therefore, the Central City's current employment of 63,000 will reach 82,000 during the next fifteen years. Employment gains will occur primarily within the Core area with small declines or stabilization of employment within the Frame Area. Some 60 percent of the new employee growth will occur in the Central Business District as a result of City actions to encourage new office and commercial

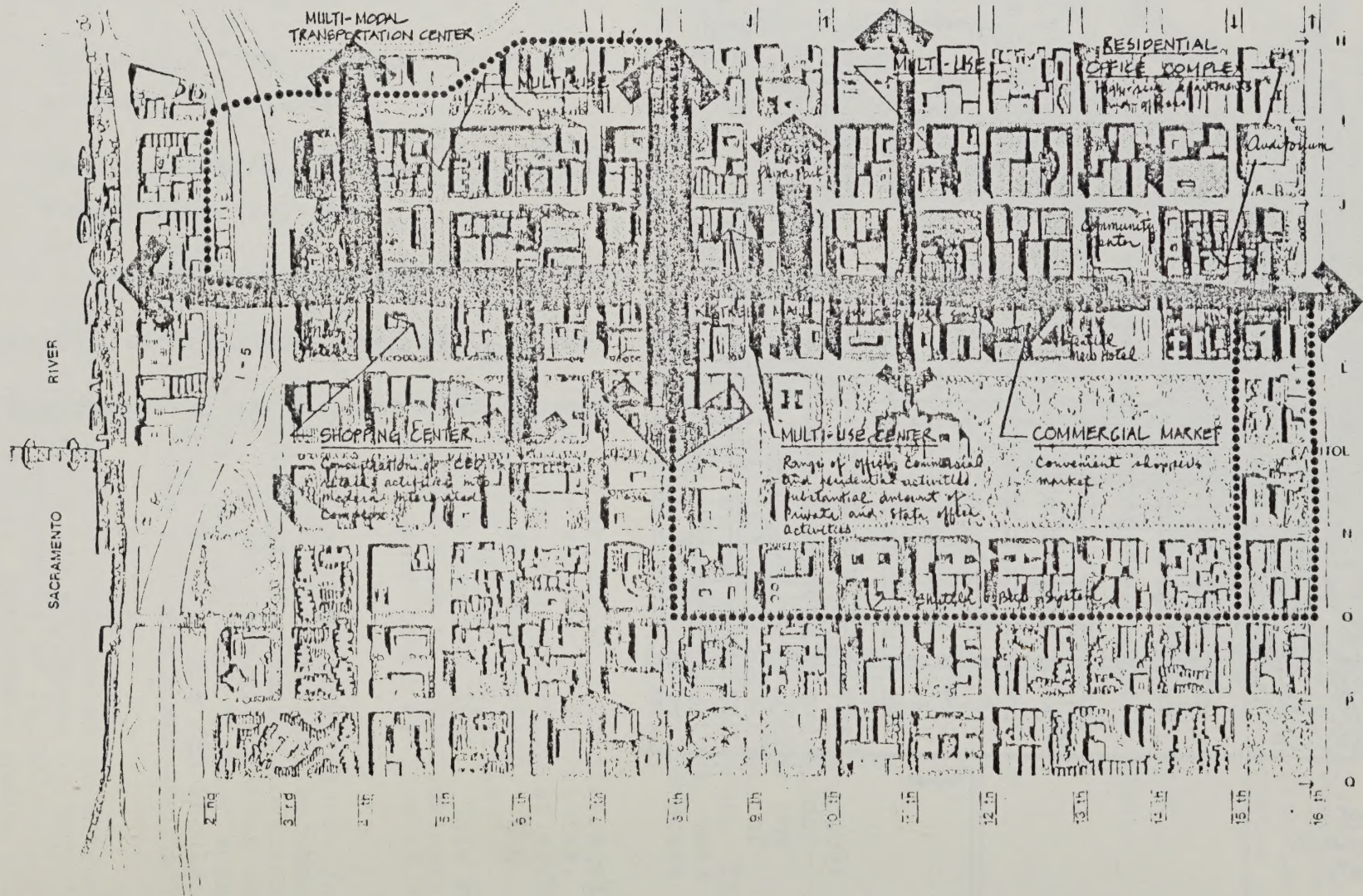
Legend:



- Project 2A - Capitol Mall Redevelopment Project
- Project 3 - Capitol Mall Extension
- Project 4 - Capitol Mall Riverfront
- Redevelopment Project
- Alkali Flat Redevelopment Project
- Central City Development Project (City)
- Capitol Area Plan, State of California

ADOPTED PLANS WITHIN CENTRAL CITY

'Central Business District' Schematic



as a result of City actions to encourage new office and commercial development.

Although not primarily a residential area, the CBD does provide housing for several population groups. A substantial number of these are elderly singles or couples. Additional population groups could be introduced into the CBD by provision of new high density residential development. A higher concentration of permanent populations in the CBD would provide increased buying power and support for commercial establishments plus promote 24 hour activity.

Aside from all the other economic and land use functions, the CBD also performs a function of vital significance to the fiscal well-being of the City of Sacramento. The continued deterioration of the CBD has caused an actual loss of property taxes to the City as compared to the City as a whole. Nevertheless, the CBD still generates tax revenues on a ratio equivalent to approximately ten times its share of the City's total land area.

2. Land Use Provisions For CBD - See Map Opposite Page

Shopping Center - A "Shopping Center" is proposed at the west end of the K Street Mall bounded by 3rd, 7th, J to L Streets. This proposal would not add to the net amount of total retail space in the CBD, but rather encourage further concentration of retail activity toward this area. The shopping center should develop as an integrated complex so to be more competitive with shopping centers in the region. This will have the effect of improving the quality of retail space, making it more viable as a modern shopping complex. In addition to retail commercial uses, hotels should be encouraged in the complex given the close proximity to Old Sacramento.

Permitted Uses:

Retail Commercial

Hotel

Offices above ground floor

For specific uses refer to Redevelopment Plan Project 2A & 3.

Guidelines:

- The mall should be enhanced as the primary pedestrian open space focus by providing additional landscaping and mall furniture which encourages pedestrian use.
- The mall should provide direct pedestrian and transit shuttle access to Old Sacramento and the Multi-Use Center.
- The western terminus of the mall at 3rd Street should allow and invite public access through it.
- Pedestrian movement should be emphasized throughout the entire center by, ie. covered walkways, ample sitting areas, etc.

2. Land Use Provisions

Guidelines: Cont'd.

- Public transit accommodations such as comfortable waiting areas and street improvements should be an integral part of the overall design.
- Development should conform to guidelines established by the Redevelopment Plan Project 2A.
- Discourage offices on ground floor.

Multi-Use Center - A "Multi-Use" area is proposed within the mid and northern portions of the CBD. This area would permit a range of activities including office, commercial, and residential uses.

The introduction of a substantial amount of office space will provide the primary stimulus for revitalizing this declining area of the CBD. The future office space demand will be from both the private sector as well as State government. The majority of future private office space should be directed into this area. Also, the State should be encouraged to locate portions of their projected office growth into the multi-use area. The actual realization of this office demand potential will depend upon the City's ability to make sites/structures available for reuse. Some portion of the demand potential should be satisfied by the rehabilitation of existing structures in the area.

As reported in the CBD Economic and Market Analysis report, an estimated one-half of the total private office space demand could be attracted to prestige high-rise buildings. These types of buildings should be encouraged to locate in the area generally bounded by 7th, 11th, J to L Streets. This area, termed Multi-Use Center, provides the best access to public transit facilities; therefore, office employees should be concentrated there. Also, the Multi-Use Center offers the best potential for a pedestrian oriented environment given the presence of the K Street Mall and proposed 8th Street Buss Mall.

Commercial activities that primarily serve the needs of office employees are permitted in the Multi-Use Area. Examples of such commercial uses are restaurants, banks, personal and business services.

The existing housing supply in the Multi-Use Area should be conserved where feasible to minimize the displacement of existing residents. New high density residential uses, possibly occurring in mixed use buildings, should be encouraged in the Multi-Use Area.

Permitted Uses:

Residential

Care Facilities (day care, family care, and group care)

Public Facilities

Permitted Uses: Cont'd

Commercial

Office

Hotel

Guidelines:

- Buildings should vary from low to high-rise (3 to 15 floors), heights to enhance compatibility with existing development as well as afford a feeling of the various activities within the Center. Existing buildings where feasible and desirable should be conserved and rehabilitated.
- Incentives should be offered to the private sector to encourage development which is in keeping with the concepts of a Multi-Use Center (one incentive could be additional building height; therefore, a low to mid-rise height restriction - 3 to 5 floors - should be placed upon the entire Multi-Use Area.)
- Residential uses should be encouraged in the Multi-Use Center. (Example incentive: building height may be increased by so many feet for inclusion of a specified number of dwelling units in the project.) Open space and recreational facilities should be provided as part of residential projects.
- Employee concentrations should be encouraged near public transit stops. (Example incentive: building height where it can be well served by public transit. A reasonable walking distance is 750 feet.)
- Pedestrian amenities (plazas, street furnishings, fountains, etc.) should be encouraged to be provided by developers by offering incentives and bonuses.
- The Multi-Use Center should have an environment which makes it a desirable place for residential uses.
- Setbacks should be ample to permit an unobstrusive feeling from a public street or open space, especially in respect to high-rise structures.
- Building design and site utilization which provides for public transit facilities should be encouraged by development bonuses.
- Parking, where provided, should be placed below grade as part of the building structure.
- On-site parking requirements should be reduced to reflect over-lap by various uses plus good accessibility to public transit. All additional parking other than for residents should be provided in the City parking facilities.

Guidelines: Cont'd

- Pedestrian activities should be emphasized by utilizing buildings designed with ground level pedestrian oriented uses. Buildings should also be designed to provide outdoor shelter for pedestrian, ie. canopy, arcades, etc.
- A pedestrian open space system should be an integral part of the overall design. It should reinforce and unify the major features of the center and adjacent area (e.g., Convention Center, Old Sacramento, City and County, Plaza Park, State Capitol, etc.)

Commercial Market - The Plan envisions more residents and employees located in and adjacent to the CBD. This will provide sufficient support for a convenience oriented shoppers' market at the east end of the CBD. The Plan proposes such a "Commercial Market" along K Street Mall in the area bounded by 11th, 13th, J to L Streets. The Market would also serve out-of-town visitors given its potential for a new hotel location and close proximity to the Community Center.

Permitted Uses:

Retail Commercial

Hotel

Offices

Guidelines:

- The mall should be maintained and enhanced as the primary focus of activities.
- Existing buildings where feasible and desirable should be conserved and rehabilitated.
- The activities and uses in the area should be oriented to serve visitors, downtown employees, and nearby residents.
- Buildings should be low to mid-rise in height to create an appropriate "market" feeling and to preserve the importance of the adjacent Convention Center. (Exception would be a hotel use).
- Pedestrian movement should be emphasized throughout the entire area by providing a pleasant walking environment, ie. covered walking areas, ample sitting areas, etc.

Planned High-Density Residential-Office - A planned "High Density Residential and office" area is proposed east of the Community Center bounded by 14th, 16th, J to L Streets. This area would accommodate both office and new high-rise residential development. The residential uses would provide support to the Commercial Market area and provide the opportunity for "close-in-living" to

the many activities of the CBD. Given the area's location near convenient shopping and public transit, it would be desirable for elderly housing.

Permitted Uses:

Residential

Care Facilities (day care, family care, group care)

"Resident" - Oriented Public Facilities

"Resident" - Oriented Convenience Commercial

Office

Guidelines:

- The site should be large enough to create a true high-density complex.
- Setbacks should be ample to permit an unobstrusive feeling from a public street, especially in respect to high-rise structures.
- Buildings should vary from low to high-rise heights to enhance compatibility with adjacent development.
- Ground level landscaped area should be in keeping with adjacent development. Open space serving the residents of the "complex" should be ample and may occur above the ground level.
- On-site parking should permit: (1) reasonable space for residential uses (1 space per d.u. or less dependent upon amount of elderly housing.); (2) adequate spaces to serve retail establishments; and (3) a restrictive amount of "public" parking spaces for non-residents. (Refer to page: 56)
- Generally, parking should be placed partially below grade or designed as part of the structure.
- Public transit accommodations (passenger waiting areas and street improvements) should be an integral part of the overall design.
- Pedestrian and bicycle circulation should be emphasized throughout the entire "complex."

3. Public Facilities Improvements in CBD

There are various public improvements proposed within the CBD. These improvements are discussed in detail in other sections of the report. However, a BMEF Listing of improvements related to the CBD are as follows:

K-Street Mall - Further improvement as open space linkage and for pedestrian enjoyment (Page: 69).

Downtown Shuttle Bus - Expanded service area and frequency (Page: 62).

Bike Ways - Additional routes and storage areas (Page: 64).

Parking - Additional spaces primarily for to meet visitor and shopper needs (Page: 54 & 58)

Roadway Modifications - To increase traffic carrying capacities (Page: 51).

4. Recommendations for Implementating Land Use Provisions in CBD

- A. Utilize the redevelopment process as the primary vehicle to implement the Plan in the CBD. Identify by physical condition survey and economic trends in property values in redevelopment plan areas, key locations for public acquisition, clearance or rehabilitation and marketing for re-use of sites or structures to prospective public and private developers.
- B. Conduct a survey to identify structures that may have potential historic and/or architectural significance.
- C. Insure a timely City review and decision-making process for development proposals compatible with the plan. This involves reducing "red tape".
- D. The redevelopment process also be utilized as the vehicle to implement the Plan in regards to securing land for new residential development. The potential surplus tax increments generated by new non-residential uses could be utilized to make new residential developments in the multi-use a more equitable proposition.
- E. Utilize the recent reform measure signed into law during the 1975-76 State Legislative session which requires that at least 20 percent of "tax increment" funding go to low or moderate income housing. This measure should be utilized to ensure that a range of housing will be provided for persons of all socio-economic levels in the CBD and balance of the Core Area.
- F. Program into appropriate budgets the necessary supportive public improvement or services to provide incentive and/or reduce the risk of the private developers, i.e., parking structures.
- G. Incorporate into appropriate redevelopment plans, if necessary, zoning ordinance regulations and architectural review criteria, the design and development characteristics set forth in the Central City Plan.

C. BALANCE OF CORE (Excluding CBD)

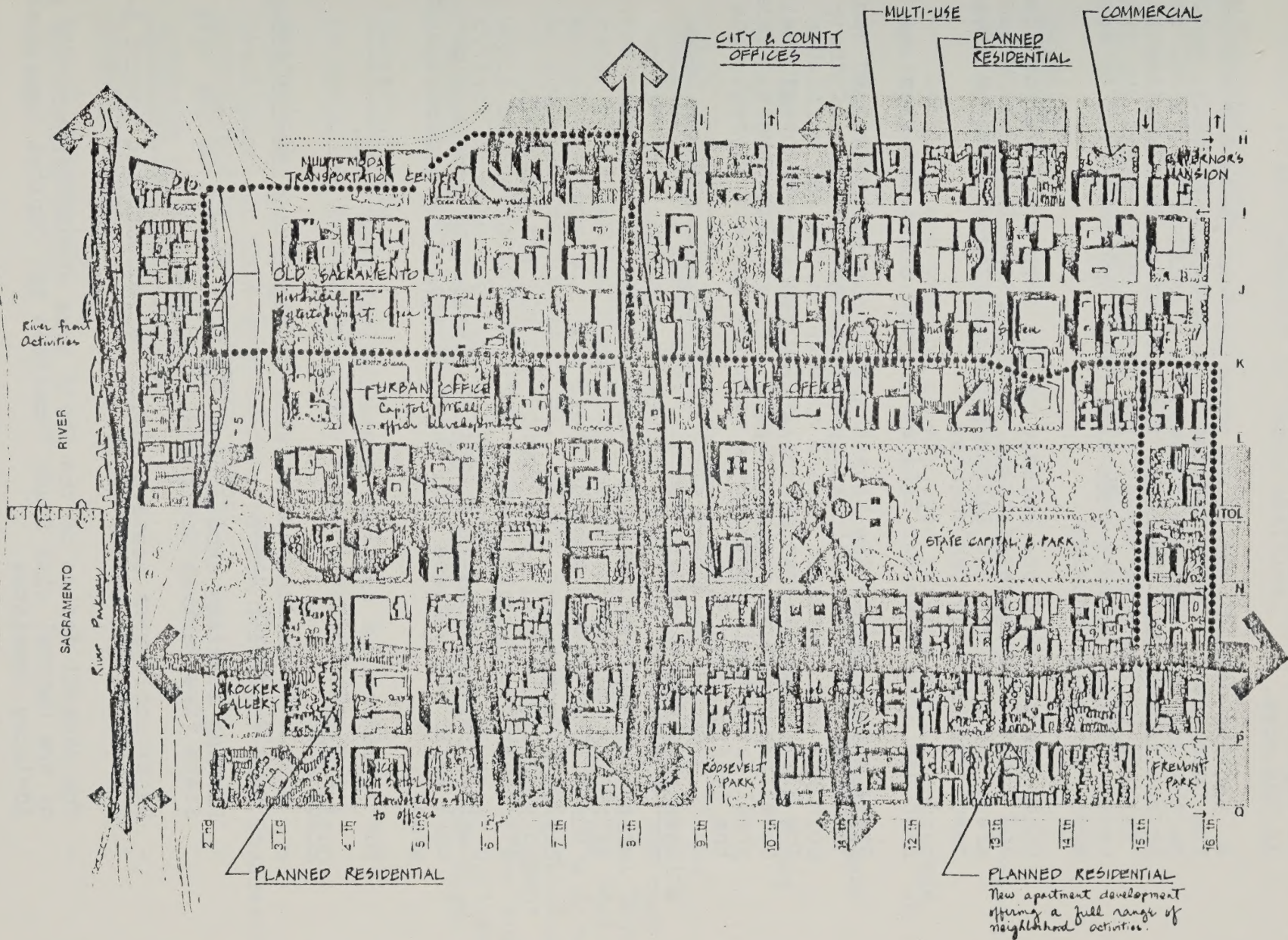
1. Background

The Area's single most important function is that of housing the State, County, and City governmental centers.

As the seat of California's legislative, executive, and judicial branches, the State government provides employment for 18,000 or approximately one-half of all jobs in the total Core area. By

'Balance of the Core' Schematic

-26-



1. Background Cont'd.

1990, this could increase to some 24,000 jobs. The presence of State government in the Core Area contributes a substantial amount of support to the retail, private office, and visitor facilities in the area.

A "pent-up demand" was found among persons presently working in the Core for desirable apartment or condominium units, according to the employee attitude survey. A significant physical constraint to satisfying this demand is the lack of available sites in the "Balance of the Core" area. The excess State lands and other under-utilized lands in the area offer the potential to establish more "close-in" housing.

Other areas within the balance of the Core are Governor Square and Capitol Tower residential areas, the Capitol Mall urban office area, and historic Old Sacramento. All three of these areas have been substantially implemented.

2. Land Use Provisions For Balance of Core - See Map previous Page

State office area - The "state" should be encouraged to concentrate their new office facilities toward the western end of their land holdings and northward toward or even in the CBD Multi-Use Center. The Plan proposes that generally the eastern extent of their office development concentrations should stop at 12th Street. This proposal is in basic concurrence with the State's current update of the Capitol Area Plan.

Permitted Uses:

State Offices

Public Facilities

Day Care Facilities

Residential

Limited Private Commercial/Office (limited to convenience uses that would not compete with other Central City commercial/office areas).

For specific land uses see State Capitol Area Plan.

Guidelines:

- Site utilization and building configuration should promote public transit usage.
- Parking strategy should be a combined effort of the City and State (See Parkway Management Plan Page: 56)
- Major employment centers should be concentrated toward K-Street and 8th Street Malls.
- The overall design of the State Area should respect the goals of the Central City Study Committee and Capitol Area Plan Advisory Committee.

City & County Office Area - The "City and County" governmental centers are not anticipated to expand substantially from their currently developed areas. New employment facilities should be located toward the 8th Street Bus Mall and towards the Multi-Use Center to give support to these entities.

Permitted Uses:

City Offices

County Offices

Private Commercial/Office uses on a limited scale

Guidelines:

- Site utilization and building configuration should be designed to promote public transit usage.
- Location and pricing of employee parking should encourage carpooling and transit usage.
- Major employment generators should be concentrated toward K-Street and 8th Street Malls.
- The City Hall building should be maintained and enhanced as the focal point of City offices.

Urban Office (Capitol Mall) - The remaining portions of the "Balance of the Core" area are redevelopment projects nearing completion. Only a few parcels remain to be developed and they are committed to certain types of development. The Capitol Towers super block has two remaining parcels slated for high-rise residential development. The block bounded by 2nd, 3rd, P and Q Street is proposed for condominiums. If the School District is willing to relinquish the Lincoln School site, residential development would be appropriate for the western portion of the site and the attractive school building would lend itself to reuse as offices. The remaining parcel along Capitol Mall is slated for two high-rise office buildings.

Permitted Uses:

As specified by Redevelopment Plans - Project 2A, 3 & 4

Guidelines:

Development in this area conform to the Guidelines and Standards established by Redevelopment Plans.

HISTORIC OLD SACRAMENTO

Permitted Uses:

Retail Commercial

Office

Public

Permitted Uses: Cont'd

Hotel

River-Oriented Activities

Residential

Note: For specific provisions see Redevelopment Project Plan #4.

Guidelines:

- Development should adhere to the current standards contained in Redevelopment Plan Project 4 (adopted 1966).

Planned Residential Neighborhoods

The Central City plans an important role in the entire City of Sacramento's housing market.

A primary emphasis of the Plan is to conserve the existing housing stock of the Central City, but at the same time encourage new housing. The Plan envisions a market for an additional 4,670 dwelling units in the Central City by 1990.

A major portion of new housing is recommended in "planned neighborhood" areas within the Core area. They would be developed upon larger assembled parcels of land and, therefore, be capable of providing a full range of onsite amenities. The new housing could be either apartment or condominium type units.

To provide the opportunity for new populations to reside within the Core area, two "Planned Neighborhood" areas are proposed adjacent to the CBD. A Planned Neighborhood is a new larger scale residential development offering a full range of neighborhood oriented activities. One area is located within the State-owned land and adjacent area extending northward to J Street and eastward to 17th Street. Some areas within this location contain existing residential development which should be conserved where feasible and woven into the overall design of the planned neighborhood. The other "Planned Neighborhood" area is generally located between 12th 14th, G to I Streets. Office uses would be permitted in the area as mixed use development. Both of the Planned Neighborhoods would be of a mid-rise character (generally 3-4 floors in height).

Permitted Uses:

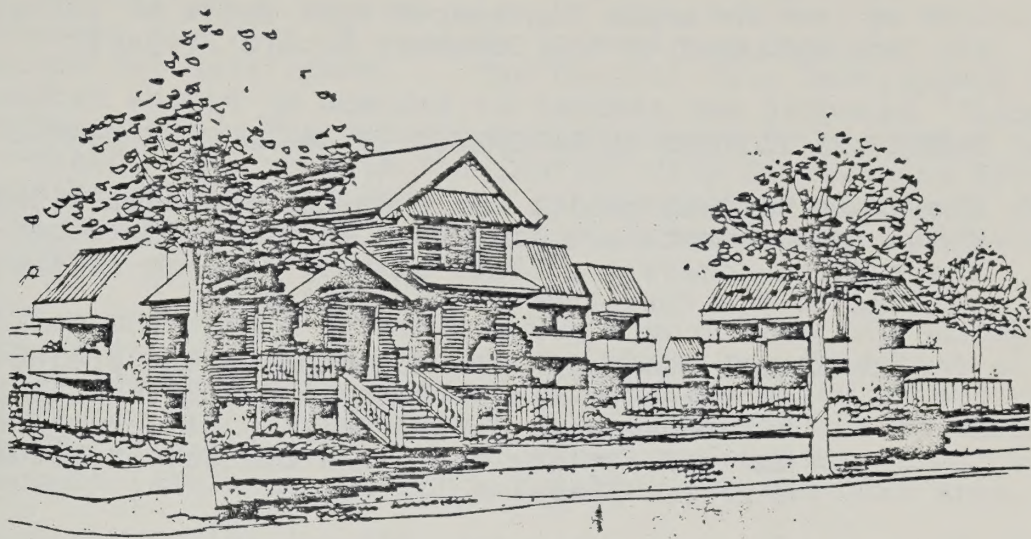
Residential

Care Facilities (day care, family care, and group care)

Neighborhood-oriented public facilities

Neighborhood-oriented convenience commercial

Office (only in the Planned Residential/Office area located north of the CBD and within State-owned land)



Planned Neighborhood

Guidelines:

- The site should be large enough to create a feeling of a planned development and also to permit a mixture of supportive uses to occur.
- Building setbacks should be ample to permit an unobtrusive feeling from a public street.
- Buildings should be low to mid-rise in height to afford a "neighborhood character."
- Ground level landscaped area and tree planting should be ample to afford a neighborhood character in keeping with the existing Central City neighborhoods.
- Density (dwelling units per acre) should be within a range that permits the above mentioned building bulks and landscaped area (generally an average of 45 d.u. per acre).
- On-site parking should permit: (1) reasonable spaces for residential uses (one space per d.u.) in addition to guest spaces; and (2) a restrictive amount of spaces related to non-residential uses so as to encourage pedestrian and bicycle circulation.
- The overall design should incorporate desirable existing residential development with new residential development as an entire "planned neighborhood".

- Parking for residents should be placed partially below grade to provide ample landscaped open space as successfully accomplished by the Governor Square Project.

3. PUBLIC FACILITIES IMPROVEMENTS IN BALANCE OF CORE

There are various public improvements proposed within the Core. These improvements are discussed in detail in other sections of the report, however, a brief summary listing of improvements related to the Core Area are as follows:

8th Street Bus Mall - to accommodate the projected increase in bus service, 8th Street will become a bus-pedestrian mall. Only buses, emergency vehicles and pedestrians would use 8th Street between H & P Streets. (Page: 63)

Open Space Linkages - Development of the K Street Mall Open space linkage to 19th Street, develop O Street as a major open space linkage from 17th Street to the Sacramento River. (Page: 69)

Roadway Modifications - Include Conversion of 5th, 7th, 12th Streets to Two-way streets and removal of curb parking on section of I, J, L, 5th, 7th, 8th and 12th Streets to increase carrying capacities and facilitate transit operations. (Page: 51)

Parking - Addition of 4,900 new parking spaces and 9,670 replacement spaces should be provided in structure to meet additional demands generated by new businesses and replacement for those surface spaces lost by development of the land. These spaces are to be provided by City, County, State and private sector. (Page: 54)

Bikeways - Additional bikeways should be developed to connect recreation and employment areas in the north and south to the Core. (Page: 51)

4. RECOMMENDATION FOR IMPLEMENTATING LAND USE PROVISIONS IN BALANCE OF CORE

- A. Support the updated Capitol Area Plan which calls for construction of the further concentration of State offices within the Capitol Area and at the same time providing the opportunity for the rehabilitation of over 700 residential units and construction of approximately 1,000 new units. Recognizing the importance that the State land plays in meeting the low-income and market rate housing demand in the Central City, the City and Redevelopment Agency should continue to work closely with the State during implementation of the Capitol Area Plan.
- B. Future expansion of City and County office facilities should be towards the proposed 8th Street Bus Mall of the Multi-Use Center to give support to these projects.

- C. The redevelopment process also be utilized as the vehicle to implement the Plan in regards to securing land for new residential development . The "Central City Development Project" boundary should be amended to include the proposed "Planned Neighborhood". The potential tax increments generated by new non-residential uses in the Central City Development Project could be utilized to make new residential developments in the multi-use and Planned Neighborhood areas a more equitable proposition.
- D. Utilize the recent reform measure signed into Law during the 1975-76 State Legislative session which requires that at least 20 percent of "tax increment" funding go to low or moderate income housing. This measure should be utilized to ensure that a range of housing will be provided for persons of all socio-economic levels in the CBD and balance of the Core Area.
- E. The Plan also recommends utilization of tax increment financing, in conjunction with designated redevelopment project, to provide supportive public improvements identified in this Plan, such as the improvement of K Street as an open space linkage with bicycle paths and pedestrian amenities.

D. FRAME: NON-RESIDENTIAL

1. Background

This portion of the Frame is composed of a variety of non-residential uses, ranging from commercial, office, warehouse, to industrial activities. Most of these activities are located along major transportation routes. Their growth in terms of land area in the past 15 years has been modest and not anticipated to expand beyond existing boundary edges. The growth that did occur penetrated some of the adjacent residential areas.

The industrial and heavy commercial (e.g., warehousing) uses in the Frame are located primarily in three areas. C Street houses the main industrial uses in the Central City. Food processing is one of the primary industries in the C Street Corridor. Little expansion is anticipated.

The second location, the R Street Corridor, has been changing from industrial-type uses to heavy commercial uses in recent years. Although served by rail, rail is less used than trucks. Redevelopment activities at the western portion of the corridor have introduced new heavy commercial uses (paint outlets, building supply stores, etc.). The third primary location of industrial-type uses is located adjacent to the Sacramento River and Interstate 80 bridge. Petroleum storage and public utility installations are the primary uses in the area.

The 19th - 21st Street Corridor houses primarily office and commercial uses. The area experienced its peak in development prior to completion of the freeway system and initiation of the downtown redevelopment projects. The area is anticipated to remain fairly stable over the next 15 years.

FRAME
NON-RESIDENTIAL AREAS

C. B. D.

C O R E

[C] CHURCH OR CEMETERY

[S] SCHOOL

[P] PARK

[Hatched] COMMERCIAL

[Cross-hatched] OFFICE

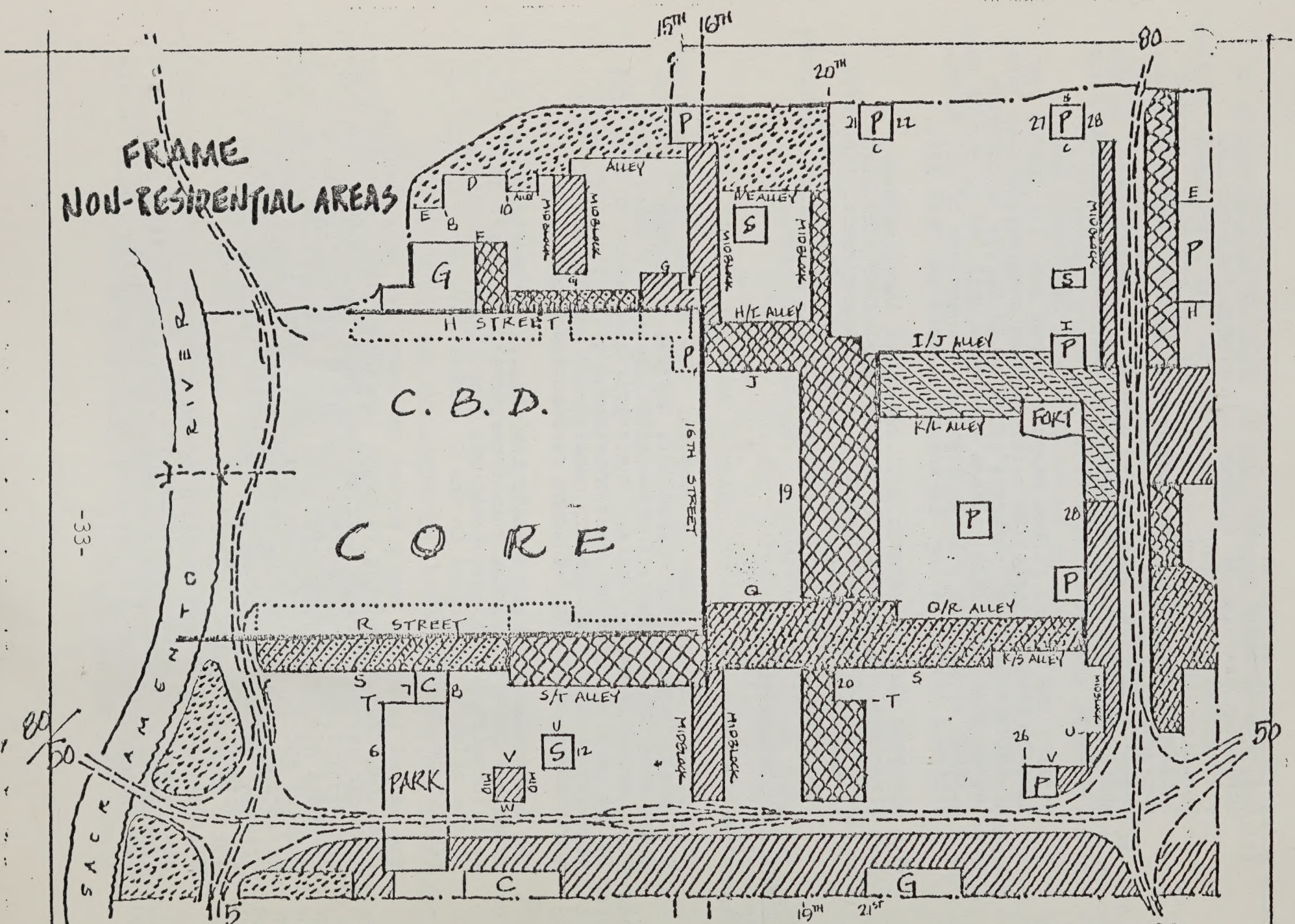
[Dotted] OFFICE/

[Diagonal lines] HEAVY COMMERCIAL

[Stippled] INDUSTRIAL

[Wavy lines] MIXED USE / COMMERCIAL

99



D. FRAME: NON-RESIDENTIAL

1. Background Cont'd

The area around Sutter's Fort houses medical offices due to the close proximity to Sutter General Hospital and convenience commercial uses to serve surrounding residents.

Four corridors of commercial development line the streets of 12th, 16th, Alhambra, and Broadway. Generally, they provide goods and services oriented to persons traveling in the automobile. 12th Street, by exception, does provide neighborhood-oriented commercial uses to the adjacent neighborhoods. Each of these streets is visually cluttered typifying most "strip" - type development.

2. Land Use Provisions For Frame Non-Residential Portion

The basic objective for the non-residential portion of the Frame is to maintain and enhance existing commercial activities. Minor adjustment of zoning is needed in certain areas to carry out the objectives of the plan.

Permitted Uses: (see map on preceeding page)

C Street Corridor - Industrial

Area Adjacent to Sacramento River - Industrial

R Street Corridor - Heavy Commercial, except portion between 10th and 16th Street which should permit General Commercial and Office use given present trends and proximity to State Office complex

19th - 21st Street Corridor - Commercial/Office area surrounding Sutter Fort designated Mixed Use - Neighborhood and Service Commercial, Specialty Commercial, Low Density Offices, Residential.

Area Designated Mixed Use - Residential emphasis - Residential and Limited Office, incentives should be offered for offices to use existing structures.

Commercial Corridors Along 12th, 16th, Alhambra, and Broadway - Highway Commercial, Neighborhood and Service Commercial, Offices

Guidelines:

- A maximum height limit of 35' should be established for the R-3, R-4, R-O, OB & C-1 zone, 45' for C-2 zone in the Frame Area. However, the Architectural Review Board and Preservation Board should be able to reduce the height down to a minimum 25' if the lesser height is more in keeping with adjacent structures (for developments subject to their review.)
- A "minimum landscaped open space" requirement should be established for all five land use areas to ensure attractive development and compatibility with the adjacent neighborhood areas (15% of the site).

D. FRAME: NON-RESIDENTIAL

Guidelines: Cont'd

- A "maximum permitted off street parking" and/or "in-lieu" parking requirements should be established to be compatible with the Plan's public transit emphasis. (Page: 57)

3. Public Facilities Improvements For Frame Non-Residential Area

Parking management measures for non-residential uses would reduce the minimum parking requirement from that required by current zoning and establish maximum permitted parking requirements. When these measures are implemented they should not overly restrict parking, causing the problem to be displaced into the adjacent neighborhood areas. (Page: 55)

Commercial establishments along the major arterial streets may be affected by removal of on-street parking. Where the removal severely impacts the available parking, alternative off-street surface lots may be developed. These facilities may be developed as "free" parking through use of an assessment procedure, or may be operated by the City and financed through user parking fees. (Page: 56)

4. Recommendations for Implementing Land Use Provisions In Frame Non-Residential Areas

It is not envisioned that the City would need to employ any special financial sources for the implementation of this area. This is because the private sector can accomplish the objectives of the Plan for this area without public financial assistance.

The implementation strategy necessary to accomplish the objectives of the Plan, in regards to the Non-residential uses of the Frame, will primarily rely upon current planning tools. Zoning Regulations will be the primary planning tool for achieving desired locations for land uses and design aspects in the Frame. The following are recommended modifications/additions to current zoning regulations:

- A. Amend the Zoning Ordinance Development Standards for Frame area to reflect the recommended guidelines for maximum height, minimum landscaped open space and maximum parking.
- B. Change the zoning patterns to reflect the recommended land use plan and recommended permitted uses.
- C. Reduce parking requirements as an incentive for encouraging use of historic or architecturally significant structures rather than demolition for re-use of site.

E. FRAME: RESIDENTIAL

1. Background

Currently, there are 18,390 total dwelling units in the Central City, based upon the 1975 Special Census. The bulk of the City's low rent dwellings are located in the Central City. The Central City also contains the City's highest concentration of deteriorated housing. The Central City provides housing for low-income elderly persons through both private housing and public-assisted housing.

The Central City has Sacramento's highest concentration of small dwelling units. As a result, approximately one-half of the City's multi-family housing is located here. The Central City is, therefore, NOT typical of single-family housing. Nearly 80 percent of the Central City's housing units are in multi-family structures.

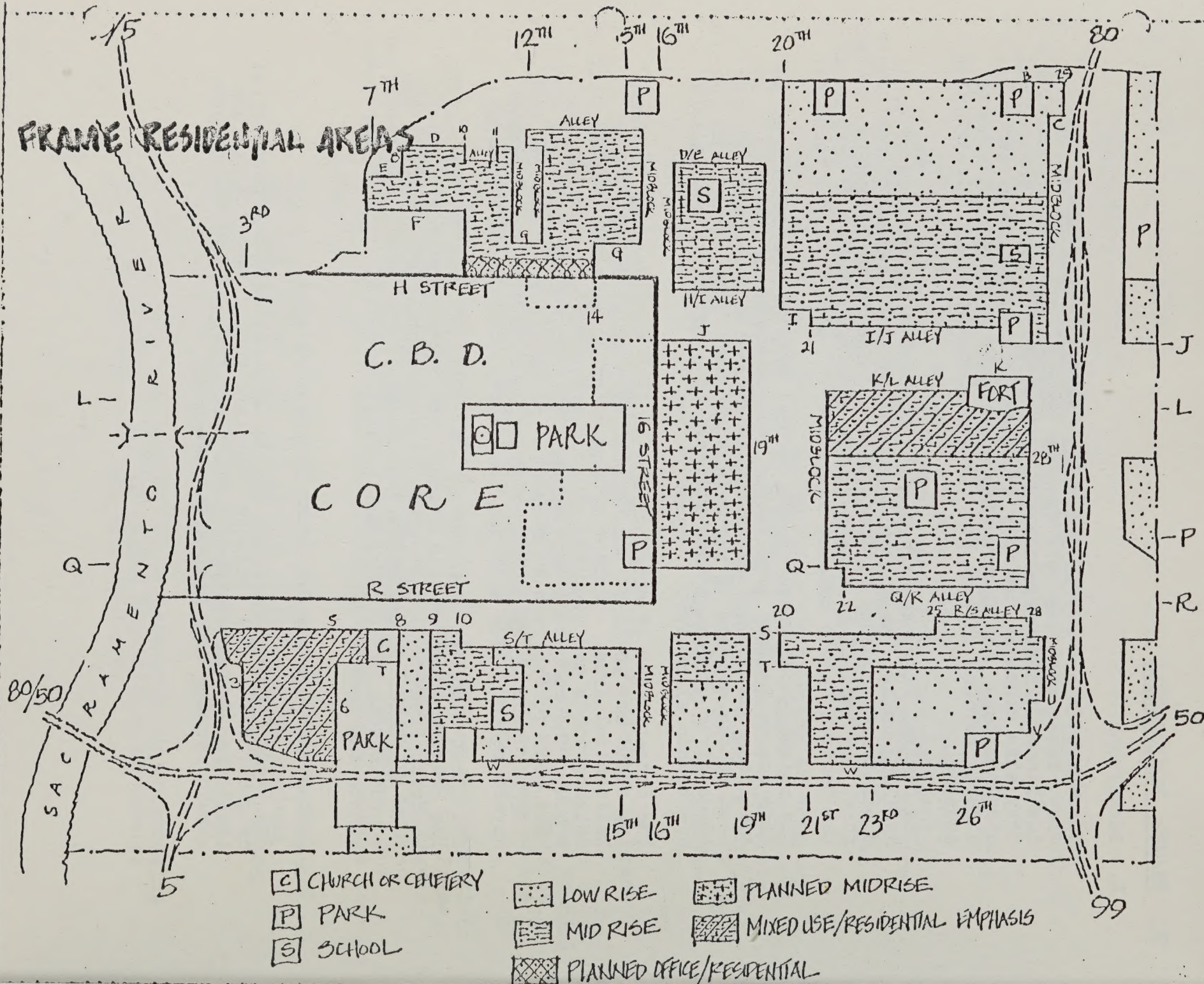
The neighborhood areas of the Central City have been reduced in size due to freeway acquisition and governmental expansion. In addition, the outward expansion of commercial-use corridors has been at the expense of the neighborhoods. This trend could continue given current zoning policy. (See map illustrating land use trends since 1960. Pages: 97 & 98)

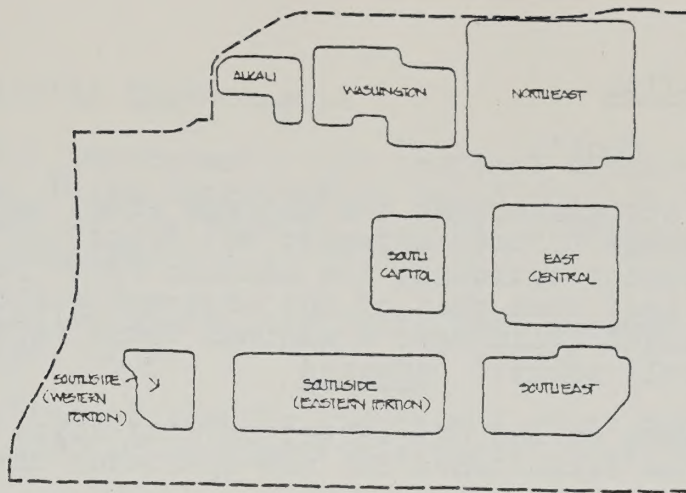
The conservation of neighborhood quality and the existing housing stock are goals of the Central City Study for the Frame Residential Area. Current zoning controls upon the Central City neighborhoods are contrary to conserving the existing housing stock. The current permitted densities (dwelling units per acre) have made it feasible to redevelop portions of the Central City neighborhoods by replacing existing housing with new apartment developments. (See existing zoning map in appendix Page: 112)

The first step has been taken by the City to conserve the existing Housing Stock and significant structure through the City's Historic Preservation Program. A permanent board and staff has been appointed to implement the program. The board has identified approximately 700 significant structures and 15 preservation areas within the Central City.

2. Land Use Provisions For Frame Residential Areas

The Frame Residential Areas are designated "existing residential neighborhood". The secondary uses are public facilities, care facilities and convenience commercial uses. All secondary uses should require City Review and approval.





Neighborhood Areas in the Frame

E. FRAME: RESIDENTIAL

2. Land Use Provisions Cont'd

Permitted Uses:

Single Family

Duplex

Multiple Family

Conditional Uses:

Public Facilities

Care Facilities

Convenience Commercial

Guidelines:

- Typical Convenience Commercial Uses are small grocery stores, drug stores, and laundromats. These uses should only be permitted to locate on corner lots and subject to City approval.
- A "maximum building height" should be established to ensure compatibility with the existing low-rise character of the neighborhoods. At the present there are no building height restrictions. (The Plan map delineates low-rise and mid-rise portions of the neighborhoods based upon existing building heights. Building height should be restricted generally to 25 feet in the low-rise areas and 35 feet in the mid-rise areas.)
- A "minimum landscaped open space" requirement should be established to provide adequate outdoor space for residents and to ensure attractive development (30 - 40% of the site).
- The "minimum front yard setback" in the current Zoning Ordinance should be revised so to preserve the existing buildings line of the older buildings. (That requirement

E. FRAME: RESIDENTIAL

Guidelines: Cont'd

- should stipulate that the minimum front yard setback shall be the average of both adjacent buildings. If there is only one adjacent building, the minimum front yard setback shall not be less than that of the adjacent building. If there are no adjacent buildings, a minimum front yard setback of 10 feet shall apply.) Adopted
- A "minimum of one off-street parking space per dwelling unit" should be established for new apartment developments. Adopted
- Vehicular "access" should only be from the alley for those properties having alley frontage.
- Upgrade the existing housing stock through continuation of programs such as Sacramento Neighborhood Assistance Program (SNAP), painting and beautification and housing code inspections.
- Ensure compatible infill development where appropriate through the Architectural Review Board and Preservation Board Review Process.
- Provide the essential public improvements and services necessary to conserve neighborhood quality.
- Develop appropriate programs by which all socio-economic groups may participate in the conservation effort.
- Minimize displacement of existing residents.



Neighborhood In-Fill Housing

3. Public Facilities Improvements

Various public improvements are proposed within the Frame Residential Areas. These improvements are discussed in detail in other sections of the report. A brief summary listing of improvements are as follows:

- Conversion of specific streets from one-way to two-way traffic flow (Page: 49).
- Installation of traffic lights and other measures to reduce through traffic on specific streets (Page: 51).
- Addition of 10 acres of park space (Page: 68).
- Proposed utilization of school sites for recreation purposes (Page: 68).
- Develop additional bikeways (Page: 64).
- Establish a residential parking permit program to restrict all day employee parking in residential neighborhoods. (Page: 59)

4. Recommendations for Implementating Land Use Provisions In Frame Residential Area

A. Zoning Modifications (immediate action)

New development occurring within the Frame Area should occur primarily upon the existing land platting. Development will be on a smaller scale than within the Core occurring on a lot to lot basis. The Frame Residential Area should be rezoned to reflect the existing density, condition of housing stock, housing needs and location of the individual residential areas in the Central City.

- Low density residential areas with sound housing stock be rezoned to R-3. This zone permits a density of about 28-30 units per acre (4 units per 40' x 160' lot, 2 units per 40 x 80 lot). This would allow development of low-density housing units of a larger size on vacant lots.
- R-2 Duplex or R-1 Single Family may also be considered, should residents of an area express a desire for these zonings during public hearings to be held for rezoning.
- The density permitted in the R-4 zone in the Old City be reduced to allow a density of about 40 units per acre instead of the current 60 + units per acre. This would reduce the allowable units on a normal 40 x 160 lot from 8 + units to 6 units. The R-4 zone should be applied to those areas having either, (i) an average density, over 30 units per acre, (ii) substandard/ deteriorated housing stock where new housing is encouraged, (iii) specialized housing needs such as replace-

A. Zoning Modifications Cont'd

- ment rental housing for low-income families, (iv) locational amenities such as close to employment center.
- The R-5 zone which permits high density residential developments should be suggested for areas that have, (i) large sites (vacant or with obsolete uses or standard structures), (ii) sites close to employment/commercial centers, (iii) sites that are to accommodate elderly housing (elderly housing also provided in other zones).
- A height limit of 35' be established for the R-3, R-4, R-O, O-B, C-1 (45' for C-2) in the Frame Area. However, the ordinances should specify that the ARB and Preservation Board may reduce the permitted height limit up to a minimum 25' if the lesser height is more in keeping with adjacent structures (for developments subject to their reviews).
- The area designated for "mixed uses" should be maintained in the current C-2 zone, recognizing the current trend of developments and the proposed height limits to restrict intense uses. The area designated for "mixed use - residential emphasis" should be zoned R-O, which permits residential and offices utilizing an existing structure or lot that is vacant prior to adoption of the R-O zoning. In addition, no blockface shall contain more than one structure devoted entirely to office use.

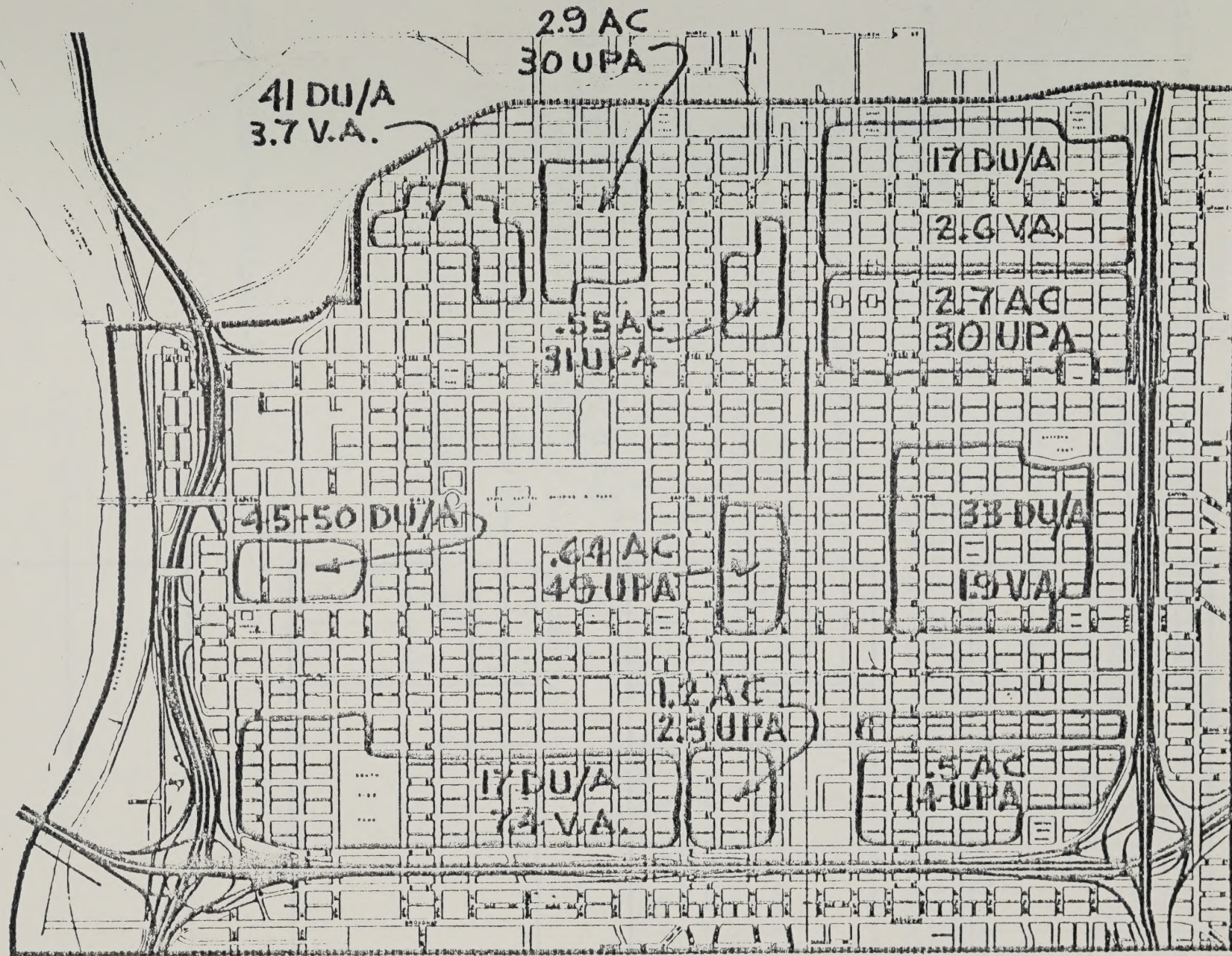
An illustration of typical lot patterns and existing densities appears in Page: 42 & 43.

B. Zoning Modifications (for investigation)

The City should investigate new zoning techniques and programs that other cities may be using successfully in response to neighborhood conservation objectives.

C. Structures Improvement Program

It is assumed that the progressively current Building Code and Housing Code will continue to serve as the standard for new construction and rehabilitation in the Central City. The recently instituted Sacramento Neighborhood Assistance Program (SNAP) confidentially advises property owners of financial alternatives available to them to make Code-required improvements. The newly qualified combination housing and new construction inspectors offer all-in-one person rehabilitation housing inspection services. This coordinated approach between the Redevelopment Agency technical section and the City Housing Inspection Division should be continued. A common guideline listing selection criteria and operating procedures



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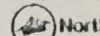
DU/A = DWELLING UNITS PER ACRE

V.A. = VACANT ACREAGES

Legend:

DENSITY RANGE OF
EXISTING RESIDENTIAL
NEIGHBORHOODS

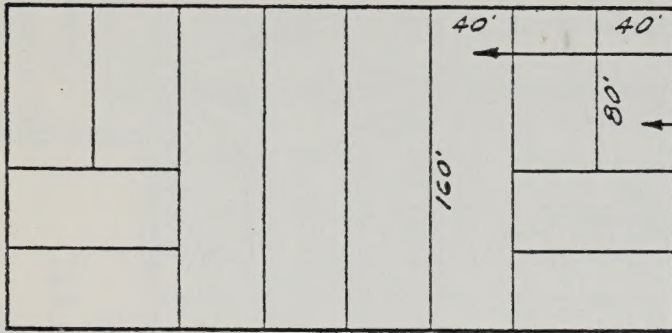
Scale in Feet



LEO A DAILY
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ENGINEERING
45 MAIDEN LANE
SAN FRANCISCO, CALIF. 94102

TYPICAL LOT PATTERN AND PROPOSED DENSITIES

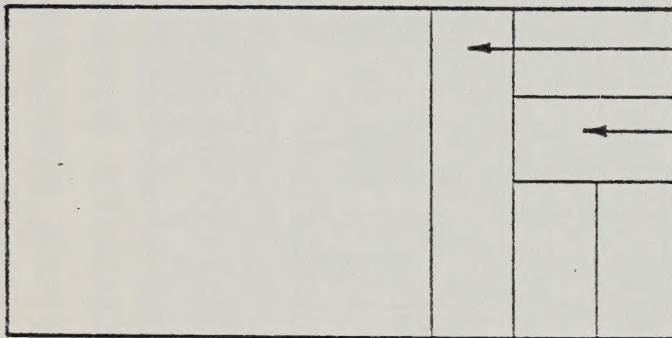
R-1 Single Family Zone



One unit on 40'x160' lot = 7 dwelling units per acre

One unit on 40'x80' lot = 14 DU/A

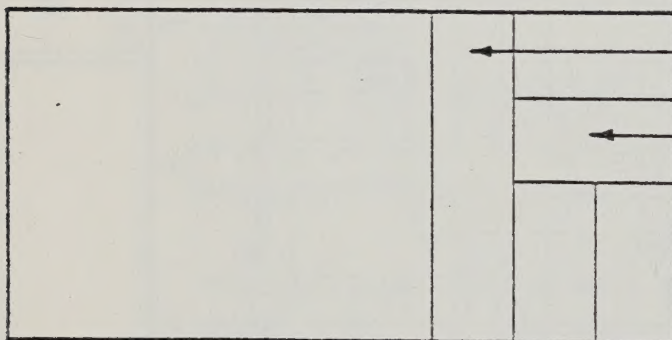
R-3 Multiple Family Zone



4 units = 28 DU/A

2 units = 28 DU/A

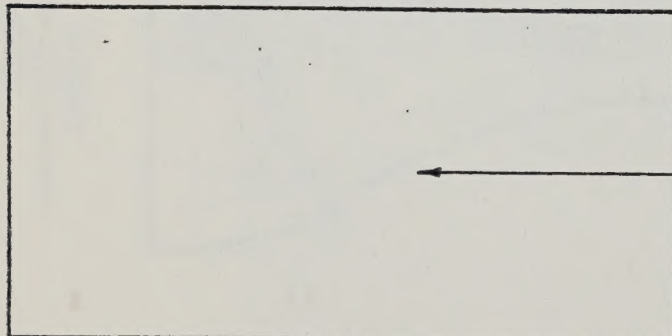
R-4 Multiple Family Zone (with proposed density reduction for Central City)



6 units = 42 DU/A

3 units = 42 DU/A

R-5 Multiple Family Zone



45+ DU/A

C. Structures Improvement Program Cont'd

for the Community Improvement Areas (Housing Inspection Division) and the Community Development Target Areas (Redevelopment Agency) would potentially improve the Structures Improvement Program. When and where applicable, the state-recommended Historic Structures Code should be reviewed and action recommended by the Preservation Board and the Housing Code Advisory and Appeals Board.

D. Housing Counseling (Redevelopment Agency)

Housing Counseling Services are available to inform the Central City property owners of potential financial assistance and to answer questions that may arise. The SNAP program and the Home Management Counseling Services offered through the Redevelopment Agency provide these services.

E. Public Improvements

There are proposed public improvements supportive of neighborhood conservation efforts, including parks, bikeways, and street improvements/modifications discussed throughout the report. Public improvements that benefit only properties within a prescribed area are recommended to be financed by "special assessment districts". Assessment districts within lower income areas should be partially subsidized by public funds. Community Development Block Grant monies have been appropriately used for this purpose.

* For further discussion of Housing see Part V

PART IV: SYSTEMS PLAN

A. TRANSPORTATION

1. Background
2. Recommended Roadway Network
 - Regional Roadway Improvements
 - Central City Roadway Modifications and Improvements
 - Cost Estimates for Roadway
3. Recommended Parking Program
 - Core Area Parking Needs
 - Estimates of Cost for Developing New Parking in Core
 - Frame Area Parking Needs
 - Parking Management Program (Summary of Proposals)
4. Recommended Public Transit Plan
 - Recommended Transit Improvements
 - Cost Estimates for Transit Improvements
5. Recommended Bikeway Plan
 - Recommended Bikeway Improvements
 - Cost Estimates for Bikeway Improvements

B. OPEN SPACE

1. Background
2. Recommended Park System
 - Recommended Park System Changes and Improvements
 - Cost Estimates for Park Improvements
3. Recommended Open Space Linkages
 - Proposed Open Space Linkages
 - Cost Estimates for Open Space Linkages

PART IV - SYSTEMS PLAN

A. TRANSPORTATION

1. Background

The Central City relies primarily upon the automobile for both local and regional accessibility. At present, the automobile accounts for almost 93 percent of the travel into the Central City. Dependence upon the automobile results from the low-density suburban "sprawl" of the metropolitan area and in which is generated the majority of travel to the Central City. Within such areas, the automobile is the required means of serving low travel-demand density. Approximately 5 percent of daily travel into the Central City is accommodated by Sacramento Regional Transit (SRTD), while the remaining 2 percent of travel is made by inter-city bus carriers, bicycles, or other modes.

If past trends, representing basically unconstrained vehicular travel, were projected over the 15-year time frame of the Plan, all travel corridors entering the Central City would experience extensive peak period congestion.

Successful implementation of the transportation element will be dependent upon the coordination and cooperation of public agencies and private interests. Coordination is especially necessary since implementation involves three separate, but inter-related plan components - roadways, vehicle parking, and public transit.

The overall transportation strategy for roadways, parking, and transit has been developed to achieve three primary objectives:

- Provide a transportation system to support the land use plan, particularly to maintain an accessibility level which will permit realization of the Central City economic development plans.
- Provide programs and policies which will encourage use of non-automobile travel modes; and
- Provide measures to reduce automobile impacts in residential neighborhoods.

The Plan has attempted to achieve the objectives through the removal of many of the automobile use incentives within the Central City while improving the accessibility of public transit services. To provide an effective program, many of these Central City measures must be implemented on a city-wide or regional basis.

Implementation solely within the Central City would prove ineffectual in meeting Central City or regional travel objectives, and would likely have negative impacts upon economic activity within the Central City.

2. Recommended Roadway Network

The recommended network reduces the number of major streets that exist in the Central City today and also attempts to restrict neighborhood streets for local use. The recommended roadway network represents an overall net decrease of more than 10 percent in roadway capacity from today, even though travel into the Central City will increase by 30 percent. Selected roadway improvements and modifications are included in the plan to provide alternative roadways which redirect traffic routes having less impact on neighborhood areas. Traffic congestion will increase on most major streets within the Central City.

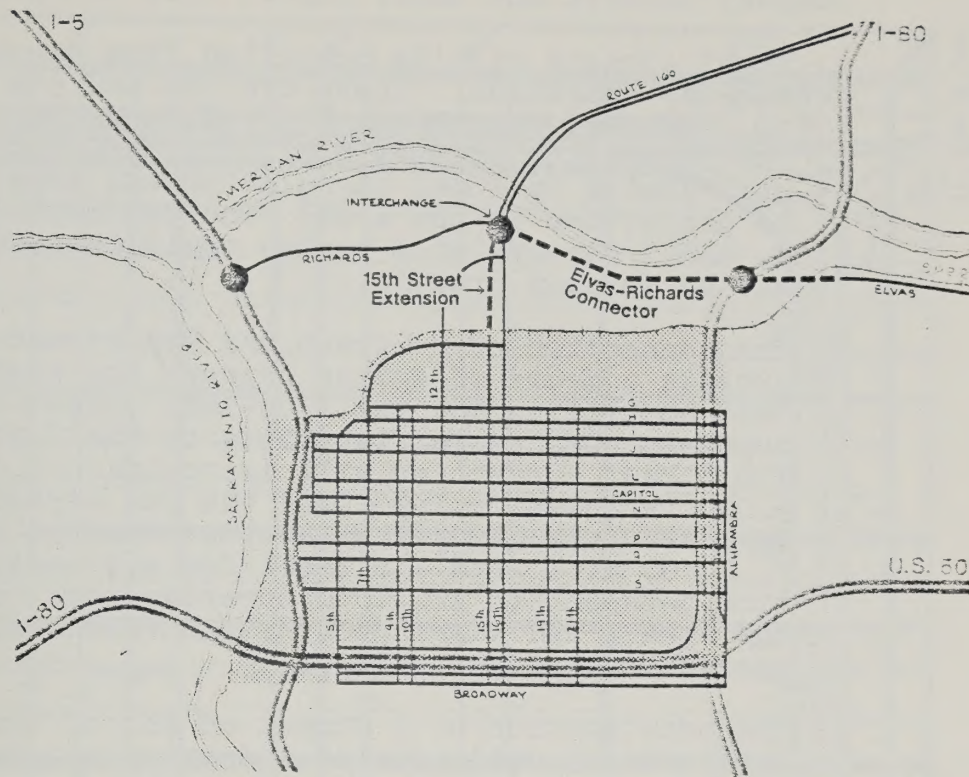
Regional Roadway Improvements

The construction of a limited access roadway north of the Southern Pacific Railroad levee between the Elvas Avenue/C Street intersection and the Richards Boulevard/Route 160 intersection will result in the diversion to this facility of a substantial amount of traffic that otherwise would use the east-west streets to travel into the Central City. The new roadway is termed the "Elvas-Richards Connector."

The Elvas-Richards Connector will require additional north-south roadway capacity between that facility and the Central City. The extension of 15th Street northward under the railroad levee to Route 160 at Sproule Avenue will provide the needed vehicular capacity within the 15th-16th Street one-way couplet system. Upon completion of the 15th Street extension, 12th Street would revert to two-way operation. The traffic volumes on 12th and 16th Streets will remain below the optimum capacity of each, thus encouraging additional traffic use of Route 160 beyond the traffic levels projected for 1990. The modified traffic patterns also result in 6,000 less east-west vehicles each day through the residential area along F, G, and H Streets between 12th and 15th Streets. Conversely, the residential area on 15th Street, between C and G Streets would experience a sharp increase in traffic.

Regional Roadway Improvement Map on next page.

Regional Roadway Improvements



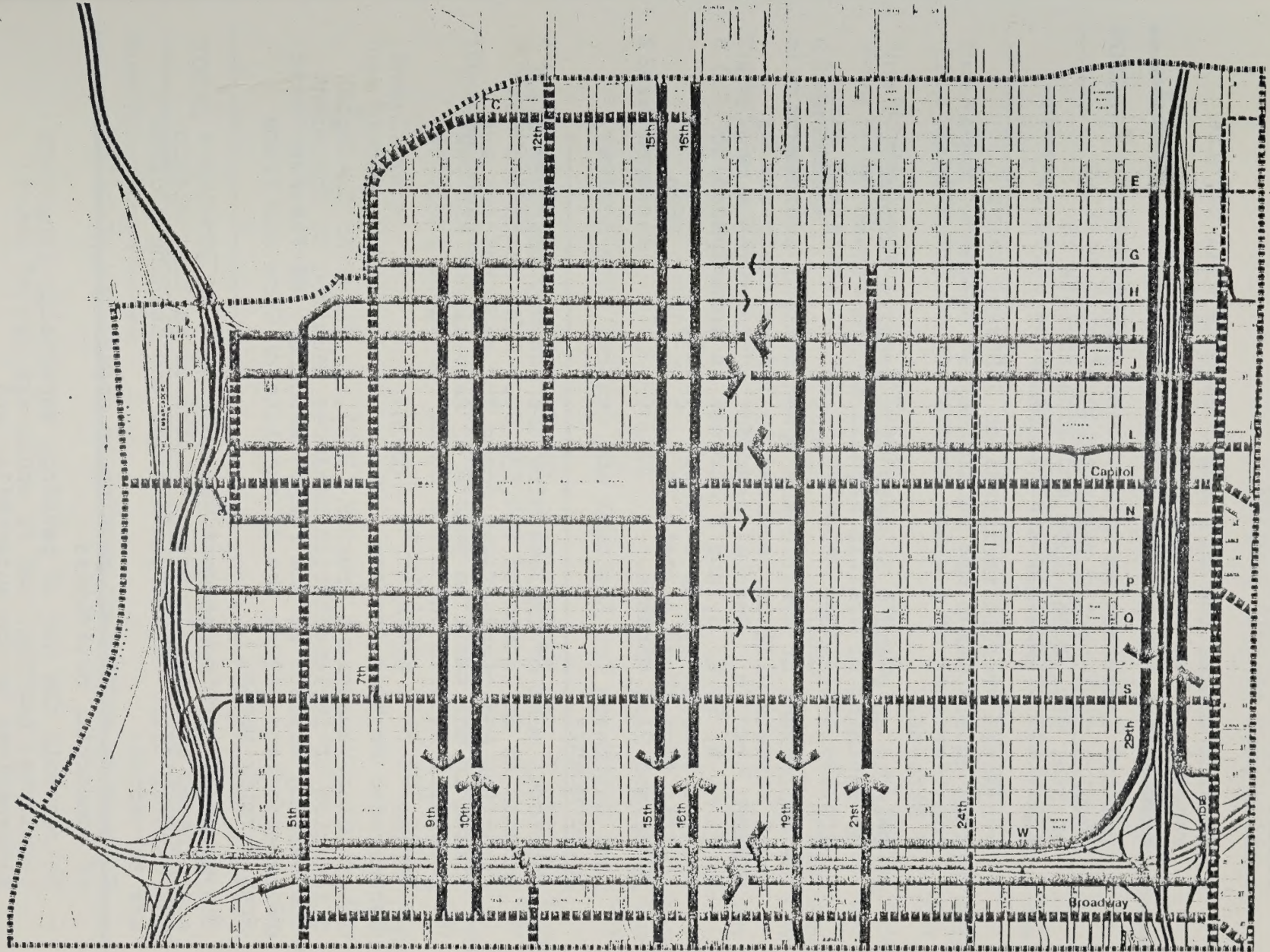
Central City Roadway Modifications and Improvements

The Central City proposed roadway network is comprised of five basic types of streets. Refer to map on page 50 for recommended roadway, Central City.

- Major One-Way Streets - through traffic movement expedited.
- Minor One-Way Streets - through traffic movement restrained by installation of additional traffic signals.
- Major Two-Way Streets - through traffic movement expedited.
- Minor Two-Way Streets - serve public transit movement and as neighborhood collector streets.
- All other streets converted to local streets where through traffic movement discouraged by traffic control measures. The use of these measures will be determined on a neighborhood and street segment basis.

The modifications and improvements to the Central City roadway network and their impact upon traffic follows:

- a. Eight streets will be converted from one-way to two-way operation. These are 3rd and 5th south to J Street, 7th, 12th, E, F, S, and T Streets. The conversion of 3rd, 5th, 7th, and 12th Streets will assist in local circulation and improve access to properties in the area. The conversion of E, F, S, and T Streets will reduce their desirability for use by through traffic.
- b. The connection of C Street and 7th Street would provide a means of access between the westside Core activities and the 15th-16th Street one-way couplet. Daily traffic volume on the C Street-7th Street connection will approximate 8,000 to 9,000 vehicles in 1990. If the new street section is not constructed, the C Street traffic would use E, F, G, H, I, and J Streets for east-west circulation between 7th and 16th Streets, thus impacting the Alkali and Washington neighborhoods with excessive through traffic.
- c. The construction of S Street on and off-ramps at Interstate 5 will provide increased access to the Core area from the south and southeast, and, therefore, reduce the traffic which would otherwise travel through the Southside neighborhood. Approximately 3,800 vehicles will utilize the new ramps daily. If the S Street ramps are not constructed, the traffic accommodated by these ramps would use W, X, 7th, 9th, and 10th Streets to enter the Central City.
- d. The provision of a direct south-bound off-ramp from Interstate 80 to westbound I Street, accompanied by construction of an I Street underpass would encourage eastbound movement into the Central City on I Street, and results in an equal reduction of traffic on local streets in the northeast neighborhood. These improvements would be contingent upon the closure of the E Street ramps. The resultant impact would be diversion of traffic to I street that would otherwise have used E, F, or G Streets for access from Interstate 80 into the Core area and 19th-20th Streets area.
- e. R Street would be established for local access and for truck circulation but would not be used as a major traffic route.



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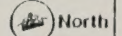
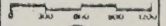
Roadway Network

Legend:

- Major One-way Street
- Major Two-way Street
- Minor One-way Street
- Minor Two-way Street

Local Street

Scale in Feet



LEO ADALY
PLANNING
ARCHITECTURE
ENGINEERING
4 MARKET PLACE
SAN FRANCISCO, CALIF. 94104

The following additional improvements are needed to reduce traffic delays during morning, midday, and evening peak traffic periods.

- a. Traffic congestion on I and J Streets will require removal of curb parking west of 7th Street and peak-period restriction between 7th and 16th Streets.
- b. Traffic increases on north-south streets will require peak-period restriction of curb parking on 5th, 9th, 10th, 15th and 16th Streets to alleviate traffic congestion on these streets.
- c. Projected traffic increases on J Street ramps from Interstate 5 are sufficient to warrant consideration of a grade separation of 3rd and J Streets.
- d. Traffic on P and Q Streets will require removal or retiming of traffic signals at 3rd Street to provide additional capacity to the Interstate 5 ramps.

The employment of traffic and speed control devices on local streets will be required to reduce their use by through traffic. Special use of traffic signals on E, G, H, N, P, Q, S, and T Streets is anticipated to control traffic speeds on these streets and divert traffic from these streets to I, J, L, 15th, 16th, 19th, and 21st Streets.

Cost Estimates for Regional and Central City Roadway Improvements

The total cost of implementing the roadway improvements amounts to an estimated \$14,138,000. The estimated construction and right-of-way costs for each project are listed in the table on page 52. Also listed are the potential Federal and State funds for these projects under the best conditions.

3. Recommended Parking Program

The Parking Management Program (PMP), provides an in-depth discussion of implementation measures required to implement the parking aspects of the Plan. A summary of the PMP recommendations follow the discussions of Core and Frame Area Parking Needs.

The proposed parking program was developed to provide a coordinated approach to the provision of parking within the Central City. The objectives of the parking program are threefold:

- To provide sufficient parking to ensure the viability of commercial activities.
- To restrain the use of parking, especially long-term (employee) parking, and to encourage use of travel alternatives to the automobile; and
- To reduce the amount of land occupied by parking facilities.

ROADWAY IMPROVEMENTS

Improvement	Costs (1976 Dollars)			Funding Potential	
	Construction	Right-of-Way	Total	Source	Best Case
Elvas-Richards Connector (Route 160 Interchange)	\$ 1,541,000	\$ 26,000	\$ 1,567,000	Federal City	83% FAU 17%
Elvas-Richards Connector (Route 160 to I-80)	3,386,000	402,000	3,788,000	Federal City	83% FAU 17%
C Street Extension to 7th Street	270,000	170,000	440,000	Federal City	83% FAU 17%
Traffic Signals on E, G, H, N, P, Q, T, 7th, and 5th Streets	750,000	—	750,000	City	100%*
S Street Ramps to I-5	1,010,000	180,000	1,190,000	Federal State City	100% Construction Right-of-Way
Elvas-Richards Connector (I-80 to Elvar Blvd.)	1,481,000	62,000	1,543,000	Federal City	83% 17%
15th Street Extension	1,760,000	390,000	2,150,000	Federal City	50%** 50%
I Street Off-Ramp (from Southbound I-80)	720,000	240,000	960,000	Federal State City	100% Construction Right-of-Way
I Street Underpass of I-80	1,750,000	—	1,750,000	Federal City	83% FAU 17%
TOTAL	\$12,668,000	\$1,470,000	\$14,138,000		

Source: Wilbur Smith and Associates

ROADWAY IMPROVEMENTS BY PHASE

Phase	Improvement	Costs (1976 Dollars)			Source	Funding Potential	
		Construction	Right-of-Way	Total		Best Case	Worse Case
1976-80	None						
1981-85	Elvas-Richards Connector (Route 160 Interchange)	\$ 1,541,000	\$ 26,000	\$ 1,567,000	Federal City	83% FAU 17%	— 100%
	Elvas-Richards Connector (Route 160 to I-80)	3,386,000	402,000	3,788,000	Federal City	83% FAU 17%	— 100%
	C Street Extension to 7th Street	270,000	170,000	440,000	Federal City	83% FAU 17%	— 100%
	Traffic Signals on E, G, H, N, P, Q, T, 7th, and 5th Streets	750,000	—	750,000	City	100%*	—
	S Street Ramps to I-5	1,010,000	180,000	1,190,000	Federal State City	100% Construction Right-of-Way	— — 100%
1986-90	Elvas-Richards Connector (I-80 to Elvar Blvd.)	1,481,000	62,000	1,543,000	Federal City	83% 17%	— 100%
	15th Street Extension	1,760,000	390,000	2,150,000	Federal City	50%** 50%	— 100%
	I Street Off-Ramp (from Southbound I-80)	720,000	240,000	960,000	Federal State City	100% Construction Right of Way	— — 100%
	I Street Underpass of I-80	1,750,000	—	1,750,000	Federal City	83% FAU 17%	— 100%
TOTAL		\$12,668,000	\$1,470,000	\$14,138,000			

*FAU funds may be used for signals on FAU system if traffic volume warrants their installation.

**Does not reflect possible use of I-80 Bypass funds for Route 160 Improvements.

Source: Wilbur Smith and Associates

Core Area Parking Needs

The Core area parking needs are associated with non-residential uses only. Parking in the Core area is recommended to increase from the approximately 26,000 spaces now available, to a total of 31,000 spaces in 1990. Construction requirements amount to 4,900 spaces to meet additional needs and 9,670 spaces to replace present facilities which will be displaced by new development. This increase is based upon implementation of the PMP recommendations as well as projected transit service expansions proposed.

Construction of new parking facilities within the County and State office areas should remain the responsibility of respective government agencies. The majority of the remaining new non-residential parking within the Core area should be constructed through the City Parking Authority, including parking to accommodate State offices locating within the CED. (See page 55 for potential allocation of responsibility for new parking).

Under the above arrangement, the City Parking Authority will construct 6,680 parking spaces within the Core Area. The City should continue to construct the new facilities through the revenue bond financing procedure. Use of this financing tool insures that the full cost of parking will be passed directly to the user in the form of increased parking fees. Significant rate increases will result from increased construction costs and from having a higher proportion of "expensive" structure parking in relation to on-street and surfact lot parking.

Figures 6-1 and 6-2 of the PMP identifies the locations of parking deficiencies by 1990 and the potential sites for new parking.

Estimates of Cost for Developing New Parking in Core

A table on page provides estimated costs for developing new parking by the responsible entity. The costs are based upon an average of \$5,000 per space, exclusive of property acquisition. State costs may be reduced considerably if surface parking in the freeway right-of-way is used to meet all or part of the requirement for new parking facilities. The estimated total is \$73 million dollars to construct the 4,900 additional spaces needed by 1990 and the 9,670 replacement spaces.

Frame Area Parking Needs

Frame Area parking demands and requirements are anticipated to experience only minimal changes during the 1976 to 1990 period. Projected commercial and residential activity within the Frame Area amounts to an approximate 10 percent increase in residents and only a minor change in employment.

DEVELOPMENT OF NEW PARKING SPACES

By Location, Phase, and Developer

Area	Phase 1 (1976-80)				Phase 2 (1981-85)				Phase 3 (1986-90)				Total			
	City	County	State	Private	City	County	State	Private	City	County	State	Private	City	County	State	Private
City-County Offices	—	400	—	—	200	230	—	—	—	—	—	—	200	630	—	—
Old Sacramento-West End CBD	1,500	—	—	—	950	—	—	—	1,100	—	—	—	3,550	—	—	—
Central CBD	600	—	—	—	430	—	—	—	—	—	—	—	1,030	—	—	—
East CBD	—	—	—	—	1,200	—	—	—	700	—	—	—	1,900	—	—	—
Capitol Mall	—	—	—	610*	—	—	—	—	—	—	—	—	—	—	—	610
State Offices	—	—	1,500	—	—	—	1,500	—	—	—	1,000	—	—	—	4,000	—
TOTAL	2,100	400	1,500	610	2,780	230	1,500	—	1,800	—	1,000	—	6,680	630	4,000	610

*Potential Development by the City Parking Authority.

Source: Wilbur Smith and Associates

PARKING CONSTRUCTION COSTS — Core Area

Agency	Additional Parking		Replacement Parking		Total	
	Spaces	Costs*	Spaces	Costs*	Spaces	Costs*
City	4,400	\$22.0	3,530	\$17.7	7,930	\$39.7
County	300	1.5	490	2.5	790	4.0
State	200	1.0	5,650	28.3	5,850	29.3
TOTAL	4,900	\$24.5	9,670	\$48.5	14,570	\$73.0

*In millions of 1976 dollars.

Source: Wilbur Smith and Associates

Commercial establishments along the major arterial streets may be affected by removal of on-street parking. Where the removal severely impacts the available parking, alternative off-street surface lots may be developed. These facilities may be developed as "free" parking through use of an assessment procedure, or may be operated by the City and financed through user parking fees.

The present residential parking problems are very localized and usually involve areas where either:
a) no off-street parking is provided on an older residential block; b) employees or visitors of adjacent businesses park on the residential street; or c) employees, visitors, or students of public facilities (parks, schools) park on residential streets.

In the future, increased residential parking will be necessary to accommodate new developments, to absorb increasing automobile ownership within the neighborhood areas, and to protect neighborhood areas from employee parking. Three measures are proposed to accommodate resident parking needs of the present and future residential uses within the neighborhood areas. These are:

- a. The minimum parking requirement for new residential uses should be increased from 0.75 space to 1.00 space per dwelling.
- b. Off-street parking should be provided where adjacent businesses and public facilities result in significant parker intrusion into residential areas. The parking can be provided by ;the individual businesses, the City, either free (public facility) or on a fee basis (commercial areas), or by parking assessment districts.
- c. The City should investigate, draft, and adopt a City ordinance establishing a resident parking permit program. The permit program would assist in protecting on-street parking in neighborhood areas from being used by all-day employee parking from nearby commercial or office areas.

Parking Management Program (summary of proposals)

The parking program and management plan provides the framework for parking actions which complement the Central City Plan and its goals. Although a parking program, of itself, cannot accomplish a significant shift of travel modes within the Sacramento region, the program outlines measures which can be implemented on a local basis to further reinforce the longer-range State and National directions regarding transportation. Also, many of the outlined actions are more appropriately implemented on a City-wide, County and Regional basis to have the desired impacts without adversely affecting the Central City economic viability.

The following is a summary if the Parking Management Plan (PMP) recommendations for each recommendation and supportative findings are discussed in detail in the full PMP text.

Control of Parking Supply

The City of Sacramento, as well as the County, controls the amount of parking through zoning ordinance requirements that specify a minimum amount of parking reflective of the proposed land uses and intensities. To more properly reflect the goals of the Central City Plan, the following modifications are proposed:

- a. At present, the City determines the parking needs for new developments within the CBD on an individual basis. The City should establish guidelines specifying the maximum amount of parking which can be provided to serve new or changed uses. To reflect the more intensive public transit and carpool use in the CBD area, the requirements should be approximately 10% less for visitor oriented facilities and 25% less for employee oriented uses than the City-wide requirements. As a preliminary guideline, the following maximum parking ratios should be used in the CBD:

Office uses - 1 space per 600 square feet of floor area;

Commercial uses - 1 space per 500 square feet of floor area;

Retail uses - 1 space per 300 square feet of floor area.

The actual requirements should be determined through field interviews of current activities.

- b. Additional land use categories should be defined within the zoning ordinance parking requirements to more adequately reflect the disparate parking characteristics within the present generalized categories. (See page 7-7 of PMP for suggested list of additions.)
- c. An "in-lieu" parking program should be incorporated within the zoning ordinance to permit developers to reduce the amount of parking required to serve a development through their implementation or participation in efforts which encourage employee or visitor use of public transit and carpooling. (See page 7-11 of PMP for suggested in-lieu adjustments.)

Visitor and Employee Parking Allocations

The parking program provides fewer spaces than are necessary to meet the unconstrained needs of both short and long-term parkers. To ensure the availability of sufficient short-term parking, and constrain the number of spaces available to all-day parkers, the following measures are proposed:

- a. Increased use of one and two-hour on-street parking limits in commercial areas and the use of parking meters for all short-term on-street parking.
- b. Increased use of curb "no parking" restrictions during morning and evening peak traffic periods to discourage employee parking in commercial area curb spaces.
- c. Close off access to a designated number of parking spaces in each public parking structure until after the majority of workers have arrived in the morning.
- d. Increased parking fines to deter improper use of public parking. The present fine of \$2.00 for over parking in a time-limited space or for not paying for metered parking only equals the all-day parking fee for an off-street public lot.

Carpool/Vanpool Incentives

The following measures should be implemented or encouraged to promote carpool/vanpool use:

- a. The State, County and City should implement employee carpool incentive programs similar to that provided in City public parking facilities. These incentives include:
(i) Priority position on any wait list for a space; (ii) Reserved space at location of carpooler choosing; and (iii) parking rate discount.
- b. City should enact "in-lieu" parking measures to encourage private business to provide preferential treatment of carpools.
- c. Carpoolers, where feasible, should be permitted flexibility in establishing their work hours.
- d. Carpoolers should be permitted free use of future park-n-ride facilities to serve as rendezvous points (pool-n-ride).

Work Hours

- a. Government agencies and private businesses should encourage carpool use by permitting carpoolers flexibility in establishing their work hours.
- b. Government agencies should coordinate a re-arrangement and staggering of work hours for the various offices and departments. The government employees represent over one-half the office employment within the Core area, and probably an equal amount of the travel within the peak 30-minute travel period during which the principal traffic congestion occurs.
- c. The City should establish a program to identify and contact major private employers to encourage establishment of a staggered hour program.

Resident Parking Permit Program

The City should enact and implement a residential parking permit program to limit the on-street parking by non-residents within designated "problem" neighborhood areas. The program is directed toward the discouragement of employee automobile commuting through restriction of all-day parking on designated residential streets. Secondly, the program protects the street parking for neighborhood uses.

Design Guidelines

Future parking facilities should reflect the locational and design guidelines which will enhance the character and environment of the Central City. Some of the more important considerations are:

- a. Future Core area parking should be primarily located at the periphery or outside the Core area to reduce traffic circulation, vehicle-pedestrian conflicts, and aesthetic problems within the downtown area.
- b. Commercial or office uses should be provided on the ground level of parking structures to reduce visual and barrier impacts of structure, and to enhance pedestrian level activities. Underground parking should be provided where financially feasible.
- c. Small car spaces, at reduced parking rates, should be provided in major parking facilities.
- d. Parking facilities above a prescribed minimum size should be required to include bicycle storage facilities.

- d. Joint development and/or use of parking facilities by private interests should be encouraged through reduced parking requirements where off-setting parking efficiencies will result from the joint use. An example of present Central City joint use parking is the lease of Westminster Church parking for weekday use by State employees.

Control of Parking Pricing

Greatly increased costs will be necessary to construct the additional and replacement parking outlined within the proposed parking program. The costs should be passed through to the parker in a form that will best accomplish the Central City transportation goals, in particular to encourage the worker who drives to shift to public transit or ride-sharing. Measures to accomplish this include:

(See pages 7-17 of PMP for detailed discussion of imposed rate structure.)

- a. The City should continue to finance construction of parking through parking revenues. Increased construction of parking garages, versus surface lots and on-street parking, is estimated to require at least a 75 percent future increase in parking fees in constant 1976 dollars.
- b. Monthly parking rates should be increased to eliminate or greatly reduce the "discount" from straight-time parking rates.
- c. To more fully reflect the economic value of curb parking, on-street metered parking rates should be increased to equal or exceed off-street rates. This action would also discourage employee "meter feeders."

EXAMPLE PARKING RATE STRUCTURES

Type of Parking	1975 Rate	1990 Rate	Change
Hourly	\$ 0.20	\$.30	+ 50%
Daily	2.00	3.00	+ 50
Monthly - Covered	28.00	55.00	+ 96
Monthly - Uncovered	20.00	50.00	+150

Source: Wilbur Smith and Associates

4. Recommended Public Transit Plan

A bus type system will continue to provide adequate capacity and flexibility necessary to serve the low-density metropolitan area of Sacramento during the 15 year period. Within these low-density areas significant increases in transit patronage will result only if an extensive system of park-n-ride transit facilities and express bus routes are established. The park-n-ride service uses the automobile to provide the collection/distribution of passengers in the suburban neighborhood while the transit vehicle is used more efficiently as a ride-sharing service in the high travel demand, line-hauling portion of the trip to the Central City. Currently informal park-n-ride locations have been established and operating at places such as suburban shopping centers. Bus travel speed improvements through provision of exclusive or preferential facilities should be included in the northeast and south travel corridors (Interstate 80, U.S. 50, and Route 99.)

Trips by public transit to, from, or within the Central City are estimated to increase from approximately 23,000 daily passengers in 1975 to 80,700 average daily passengers in 1990. The increase represents a shift in travel mode from five percent of the trips being made by public transit in 1975 to 13.7 percent of daily trips in 1990.

Currently, the feasibility of a light rail line between the northeast suburban areas and the Central City is being considered, as well as the potential for a historic trolley car line within the Central City. The City should support the investigations of each of these alternative modes.

The following are recommended transit improvements. These improvements should be supported by City policies, City funds to the maximum extent possible, and City decisions regarding zoning and land use planning.

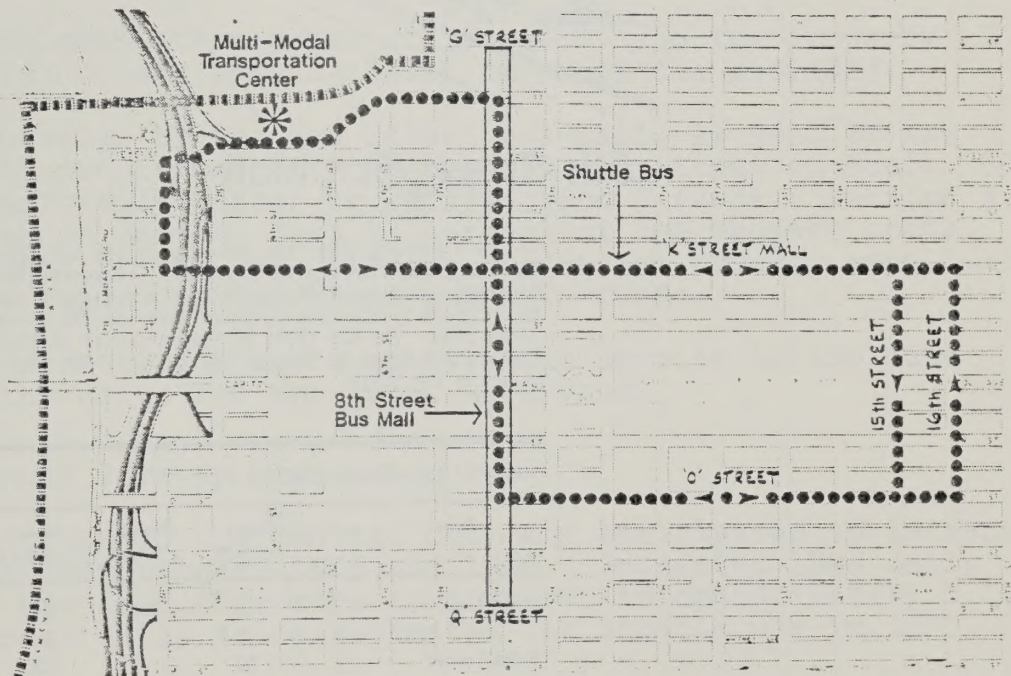
Recommended Transit Improvements

- By 1990, an expansion of the Sacramento Regional Transit District (RT) fleet to more than 950 buses is recommended to accommodate the projected patronage levels. A 950-bus fleet is four times the present fleet size, twice that presently planned by Regional Transit and 12 percent above that outlined in the 1976 Regional Transportation Plan (RTP).
- A potential also exists for the development of bus priority lanes on Route 160 between C Street and Del Paso Road or to any future bus facility in the Interstate 80 Bypass corridor. Implementation of

Route 160 bus lanes is dependent upon the long-range public transit program for the corridor. In the early 1980's, buses could be expedited by implementation of peak-period, contra-flow priority lanes. If a bus priority facility is developed in the Interstate 80 Bypass corridor, exclusive bus priority lanes should be investigated by construction along Route 160 southward to C Street.

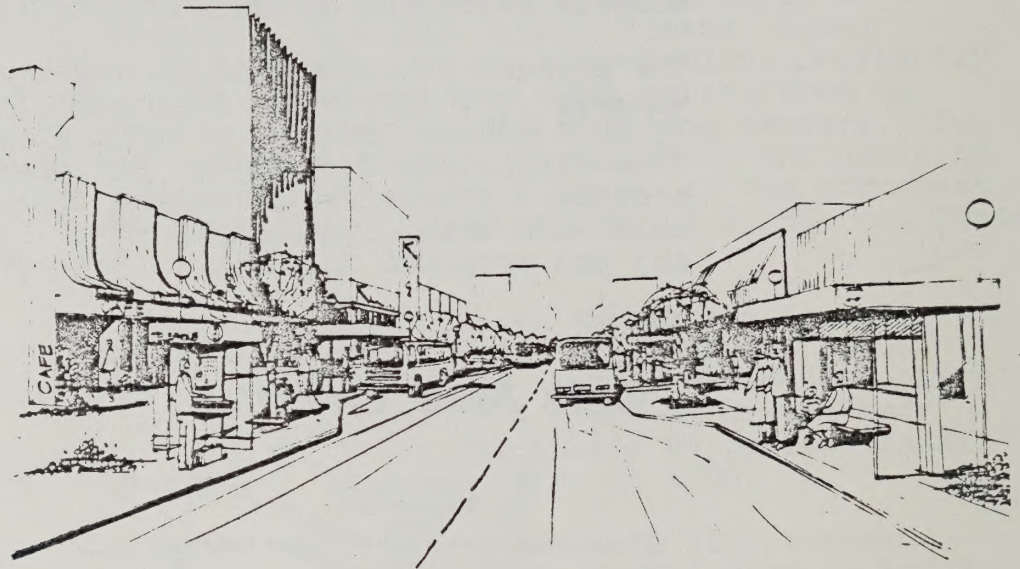
- Local transit routes would be increased both in frequency and coverage to serve the Central City Frame Area. Additionally, fixed-route transit service should be supplemented by door-to-door public transit service to serve the needs of the travel dysfunctional (handicapped and elderly residents of the Central City.
- The present downtown shuttle bus services would be ~~expanded~~ and improved. Frequent shuttle bus service (3 to 5 minute frequency) would connect major activities within the Core Area. The shuttle system would provide a direct route between the State offices, multi-use area, Community Center, City-County offices, and the proposed Multi-Modal Transportation Center.

Core Area Transit



To accommodate the increased buses that will be serving the Central City, 8th Street should become a bus-pedestrian mall. Only transit buses and emergency vehicles would be permitted to use 8th Street between H and P Streets. The majority of express buses would be routed to serve the Core area on 8th Street. Passenger facilities and amenities would be provided at major loading areas. During the peak hour, an estimated 350 inbound buses will use the 8th Street buss mall.

Implementation of the 8th Street bus mall is contingent upon the number of buses that would use the facility during the peak travel periods and the day. It is anticipated, based upon the bus expansion schedule, that such a level of use will occur in the early 1980's.



8th Street Bus Mall

For 1976 through 1985, the increase in the bus fleet is scheduled in accordance with the 1976 Regional Transportation Plan prepared by SRAPC. Between 1986 and 1990, the vehicle fleet size is scheduled to increase by 100 more vehicles than the 850 buses envisioned in the SRAPC plan. The bus fleet is thus proposed to increase from the present 220 buses to 520 by 1980, 780 by 1985, and 950 by 1990, as shown in the table.

TRANSIT EXPANSION SCHEDULE

Item	Phase 1 (1976-80)	Phase 2 (1981-85)	Phase 3 (1986-90)	Total (1976-90)
Buses Acquired	350	310	640	1,300
Buses Retired	50	50	470	570
Fleet Size at End of Phase	520	780	950	950

Source: Wilbur Smith and Associates

The estimated costs of providing the improved bus service, including increased express service and park-n-ride facilities, is indicated by phase in the following table. The amounts are in 1975 dollars and were prepared using SCRAPC estimates.

Cost Estimates for Transit Improvements

The implementation and operation of the transit fleet will have major financing implications for the region. The capital and operating costs of this fleet would amount to \$102 million and \$409 million, respectively, over the 15-year plan period (expressed in 1975 dollars).

The RT should continue to receive all available Federal (UMTA Sections 3 and 5) and SB 325 funds for the area within its district boundaries. The application of these funds, listed on page 65 would still result in an unfunded deficit of approximately \$7 million for capital expenditures and \$235 million for operating expenses. It is probably that these amounts would have to be funded by increased local subsidy and fare increases. It is recommended that the transit program also be supported through the maximum use possible of Sacramento and County FAU funds to assist in the funding of the park-n-ride facilities in the major travel corridors.

Implementation of the 8th Street bus mall is contingent upon the number of buses that would use the facility during the peak travel periods of the day. Projected peak-hour bus volumes for the facility of 250 or more vehicles are necessary to warrant the facility. Based upon the bus expansion schedule, such a level of use will occur in the early 1980's. Street improvements necessary for the facility will require approximately \$100,000.

Total implementation costs will depend upon the property acquisition costs and the level of amenities provided.

Implementation of the 8th Street bus mall, as well as the potential development of the bus priority lanes on Route 160, can be partially funded by UMTA Section 3 funds. Section 3 funds can be used to fund 80 percent of the project costs. Development of any bus priority roadway or freeway ramp lanes would be funded by Cal/Trans and UMTA funds.

Funding for the increased shuttle bus service is included within the costs for the total RT system.

5. Recommended Bikeway Plan

Bicycle trips in the Central City are anticipated to increase by 40 percent between 1975 and 1990. Projected 1990 daily bicycle use is 8,400 trips as compared to approximately 6,000, the average daily trips estimated for bicycle use in 1975.

Recommended Bikeway Improvements

The Plan recommends a total of 18 miles of bikeways in the Central City. The system provides bicycle access to:

1. The major cultural, educational and recreational facilities in the Central City;

TRANSIT PROGRAM BY PHASE
(Costs in Millions of 1975 dollars)

Item	Phase 1 (1976-80)		Phase 2 (1981-85)		Phase 3 (1986-90)		Total (1976-90)	
	Capital	Operating	Capital	Operating	Capital	Operating	Capital	Operating
Costs	36.72	70.70	24.60	152.40	41.00	186.30	102.32	409.40
Total Funding	36.72	34.10	24.60*	70.10	33.90	69.50	95.22	173.70
Federal								
UMTA Section 3	20.12	—	19.70	—	24.90	—	64.72	—
UMTA Section 5	1.85	8.85	—	12.60	—	12.70	1.85	34.15
FAU	.60	—	—	—	—	—	.60	—
Transportation Development Act (SB 325)	14.15	13.05	4.90	33.50	9.00	34.10	28.05	80.65
Fare Revenue	—	12.20	—	24.00	—	22.70	—	58.90
Unfunded Deficit — to be satisfied by City - County Support	—	36.60	—	82.30	7.10	116.80	7.10	235.70

Source: Sacramento Regional Area Planning Commission estimates from *Transit Financing*, June, 1976. Estimates modified by Wilbur Smith and Associates to reflect increased fleet size.

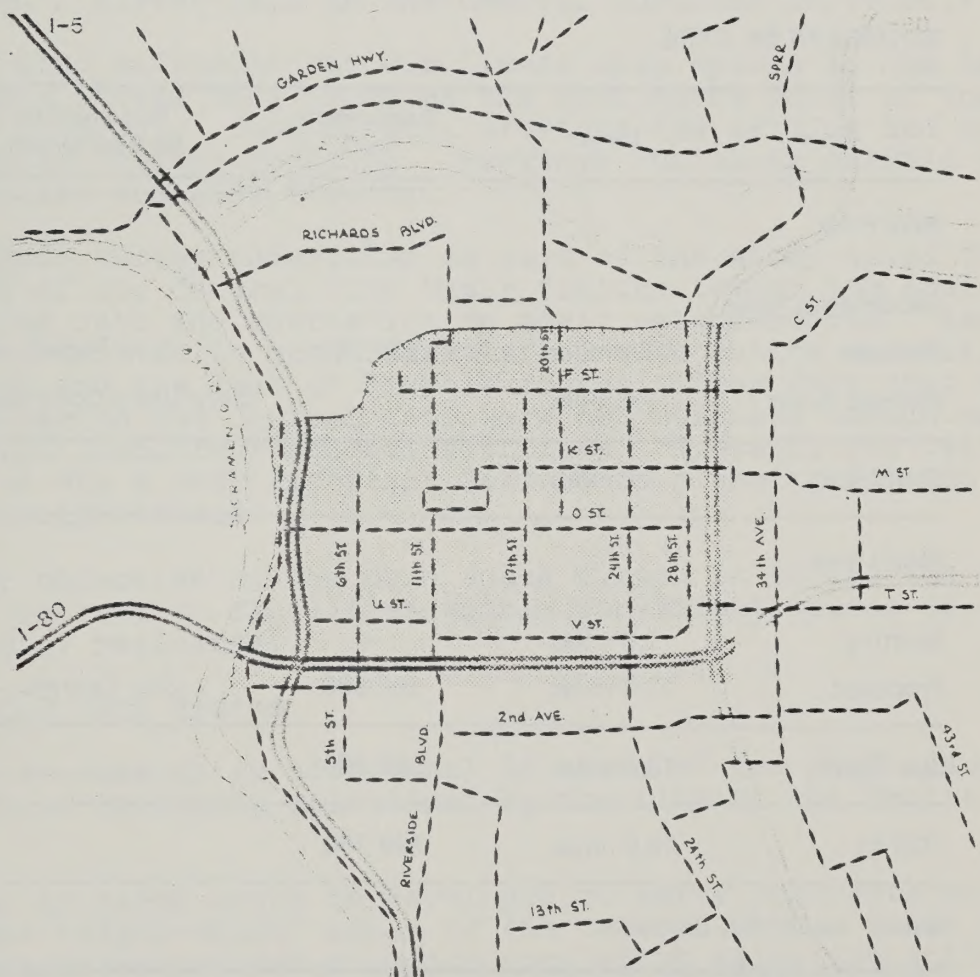
2. To and from spaces of residence and work; and
3. Connects with all bikeways proposed to enter the Central City as presented in the "Sacramento Bikeways - Master Plan".

Approximately 5 miles would be "bike paths" having their own exclusive right-of-way and associated amenities. The remaining 13 miles would be "bike lanes" sharing a portion of the street right-of-way. All bikeways shall be developed to standards contained in the adopted Sacramento Bikeway Master Plan for Class I & II Bikeways. A map of bikeways is on page 66. Bike lanes and bike paths are distinguished on the Land Use Map on inside of front cover.

Proposed Bikeway System

--- City-County Bikeways

--- Central City Bikeways



The following table gives the type of bikeway, the length, the development cost, and what entity may be responsible for its development. Operations and maintenance costs were not calculated because they are dependent upon when the facilities are actually established. The bicycle system may partially be financed through a Bicycle Lane account administered by Caltrans. The City would be required to provide funds for at least one-third of the project. The bicycle path within the Sacramento River Parkway may be partially funded by the Federal Land and Water Conservation Fund. The City would be required to match the Federal funding on a 50-50 basis.

BIKEWAYS BY TYPE			
Type	Length	Development Costs	Responsibility for Development
Bike Paths			
Sacramento River Parkway	1.4 miles	\$34,250	City/Federal Developer's Contribution
Planned Areas	3.6 miles		
Sub Total	5.0 miles		
Bike Lanes			
Existing	1.0 miles	—	—
Proposed	12.0 miles	\$60,500	City Caltrans
Sub Total	13.0 miles	\$60,500	
TOTAL	18.0 miles	\$94,750	

Source: Leo A. Daly Company

Cost Estimates for Bikeway Improvements

The table on page 67 gives the type of bikeway, the length, the development cost, and what entity may be responsible for its development. Total development cost was estimated at \$94,750. Operations and maintenance costs were not established.

B. OPEN SPACE

1. Background

The Open Space system of the Plan includes parks, open space linkages, and complements the bicycle-way system previously discussed.

The City's Department of Recreation and Parks maintains approximately 50 acres of parks and other open space features within the Central City. Non-City owned parks in the Central City include: Sutter's Fort, a six-acre State-owned historical park; Capitol Park, an approximately 36-acre park surrounding the State Capitol Building; and St. Rose of Lima Plaza, a one-acre park located on K Street Mall in the Central Business District.*

The City also maintains various linear open spaces in the Central City. The K Street Mall provides the open space focus of the Central Business District. Capitol Mall provides the setting and entry to the State Capitol Building. Parkways run along certain portions of 21st and 22nd Streets.

The attitude survey undertaken as part of the study asked the residents of the Central City their feelings toward the adequacy of existing park and recreation in their neighborhoods. Residents were found to be most dissatisfied with active recreational facilities and the lack of bicycle routes. They felt that the school sites in the Central City were not utilized enough as joint educational/recreational functions. Overall, residents felt open space was a very important feature in planning for the future of their neighborhood.

The basic objective of the open space system is to provide adequate park and recreation facilities within convenient access of all Central City residents.

2. Recommended Park System

The Plan recommends an additional 16 acres of new park space above the 50 acres currently maintained by the City in the Central City Area.

Ten acres of parks would be developed to serve residents within the "frame neighborhood" areas of the Central City. Since only minor infill development or minor population gains are anticipated primarily represents a current deficit based upon acceptable park standards.

Recommended Park System Changes and Improvements

Phasing-out of Alkali Park.

Utilization of Newton Booth School site for recreational purposes.

Joint use of Fremont School site for recreational/educational purposes.

Development of five new mini-parks.

Six acres of parks would be developed to serve the new residents of the "Planned Neighborhood" areas. The location of the new parks are not designate; however, they should be integrated into the overall design of the residential development.

Cost Estimates For Park Improvements

The table on page 70 gives the neighborhood location of the proposed park, its anticipated size, and the cost to develop the park. Costs are based upon 1976 dollars and were derived from the City Recreation and Parks Department. Cost estimates include acquisition, relocation, demolition, and construction. Total development cost is estimated to be \$4,750,000.

The operations and maintenance costs for the proposed Central City Parks is dependent upon when these facilities are constructed. The Department of Recreation and Parks spends approximately \$17,000 an acre for maintaining and operating the Zapata mini-park (located in the Alkali Neighborhood) on a yearly basis. If, by 1990, all the proposed mini-parks are constructed, the City will spend approximately \$272,000 (1976 dollars) to operate and maintain them.

3. Recommended Open Space Linkages

An open space "linkage" provides improved pedestrian and/or bicycle circulation. Existing examples of such linkages in the Central City may be the K Street Mall, Capital Mall, and the parkways along 21st and 22nd Streets. These existing linkages comprise approximately 2.9 miles in length.

Proposed Open Space Linkages

New open space linkages are proposed within the "Core" area where pedestrian and bicycle circulation should be emphasized. A total of 4.4 more miles of open space linkages are recommended by the Plan. 1.7 miles of linkages would be provided in the "planned areas" of the Core. Q Street should provide the primary pedestrian/bicycle spine through the State office area and should be extended eastward also into the planned residential areas. The 8th Street Bus Mall would account for 0.7 miles of new linkages. The remaining 2.0 miles are comprised of minor linkages of 0.6 miles in length and 1.4 miles devoted to the proposed Sacramento River Parkway. The Central City Plan supports the recommendations presented in the "Sacramento River Parkway Master Plan" for a linkage between Old Sacramento and Miller Park.

**PROPOSED CENTRAL CITY PARKS AND ESTIMATED
DEVELOPMENT COSTS**

Location	Park Size	Development Costs
Existing Neighborhood Areas		
Alkali	1.2 acres*	\$ 570,000
Washington	1.2	570,000
Northeast	1.2	570,000
East Central	1.5	712,500
Southeast (Newton Booth School Site)	2.5	1,187,500
(mini-park)	1.2	570,000
East Southside	1.2	570,000
Sub Total	10. acres	\$4,750,000
Planned Neighborhood Areas		
Mid-Rise	3.6 acres	
Residential		
High-Rise	1.7	Cost to be
Residential/Office		Borne by
Mid-Rise	.7	Developer
Residential/Office		
Sub Total	6.0 acres	
TOTAL	16.0 acres	\$4,750,000

* 1.2 acres represents 1/2 of a typical Central City block

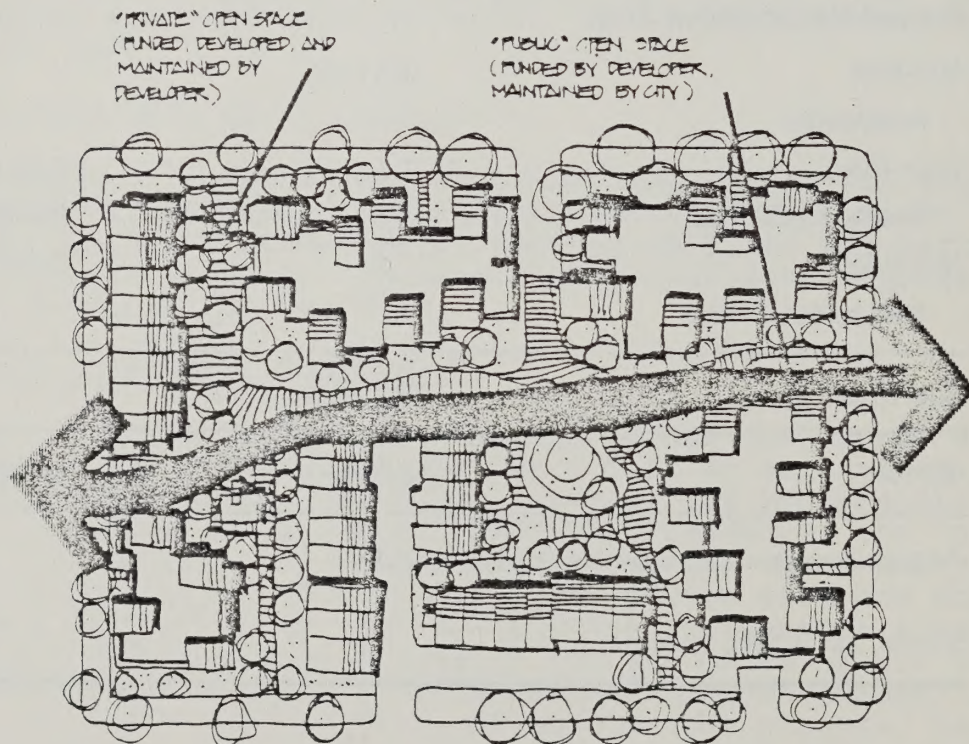
Source: Leo A. Daly Company

OPEN SPACE LINKAGES BY TYPE

Type	Length	Responsibility for Development
Existing Linkages	2.9 miles	—
Proposed Linkages		
Planned Areas	1.7 miles	Developer's Contribution
Non-Planned Areas	.6 miles	City
Sacramento River Parkway	1.4 miles	City/State/Federal
Bus Mall	.7 miles	Rapid-Transit District
Sub Total	4.4 miles	
TOTAL	7.3 miles	

Source: Leo A. Daly Company

Open Space Linkage Example



Cost Estimates for Open Space Linkages

It is not possible to develop accurate cost estimates at this time.

PART V: HOUSING

A. MARKET RATE HOUSING DEMAND

B. LOW INCOME HOUSING NEEDS

- Satisfying Owner-Occupied
Low Income Housing Needs
- Satisfying Renter-Occupied
Low Income Housing Needs

C. HOUSING FOR INDIGENT MEN

PART V - HOUSING

The Central City plays an important role in the Sacramento Housing Market by providing housing for various segments of the population. The Central City has a highly heterogenous population both by lifestyle and income, and a mixture of housing types. The existing households by lifestyle and income and the housing characteristics of the Central City are depicted on the following pages:

A. MARKET RATE HOUSING DEMAND

The Housing Market and related services analysis report prepared by Real Estate Research Corporation for the Central City Study identified a "pent up" demand for new market rate housing. An estimate was made that an additional 4,670 new units could be absorbed in the Central City by 1990. To satisfy this demand, the Plan recommends that new units be developed in the Frame Residential area by the private sector as in-fill on vacant lots and replacement for structures that cannot be feasibly rehabilitated. The Plan also recommends the development of a substantial number of the new units in the designated planned residential and multi-use areas. These two areas play a major role in satisfying the new housing demand and conserving existing housing stock in the Frame area. Full development of the planned residential areas may require City Participation; ie. - site assembly, public improvements etc. The map on page 74 indicates the projected distribution of new housing based upon in-fill housing development on vacant sites in the Frame and the development of the planned residential areas.

The implementation mechanisms for developing market rate housing in the planned residential areas utilizing the redevelopment progress and development incentives have been previously discussed in Part III. In addition, the development standards for new in-fill residential units in the Frame were also discussed in Part III.

B. LOW INCOME HOUSING NEEDS

Housing need is defined as a desire for acceptable housing which is not being supplied by the Private Housing Market. Housing needs differ from housing demand in that demand is normally satisfied by the private market. Based on a methodology similar to that used by SRAPC in quantifying regional housing needs and by the City in preparing the housing assistance plan, the following estimate of low income housing needs in the Central City was made. The methodology utilized a threshold value or rental rate to determine housing need.*

161 Owner-occupied units of which

120 units are suitable for rehab

41 units are substandard (not considered rehab-
itable)

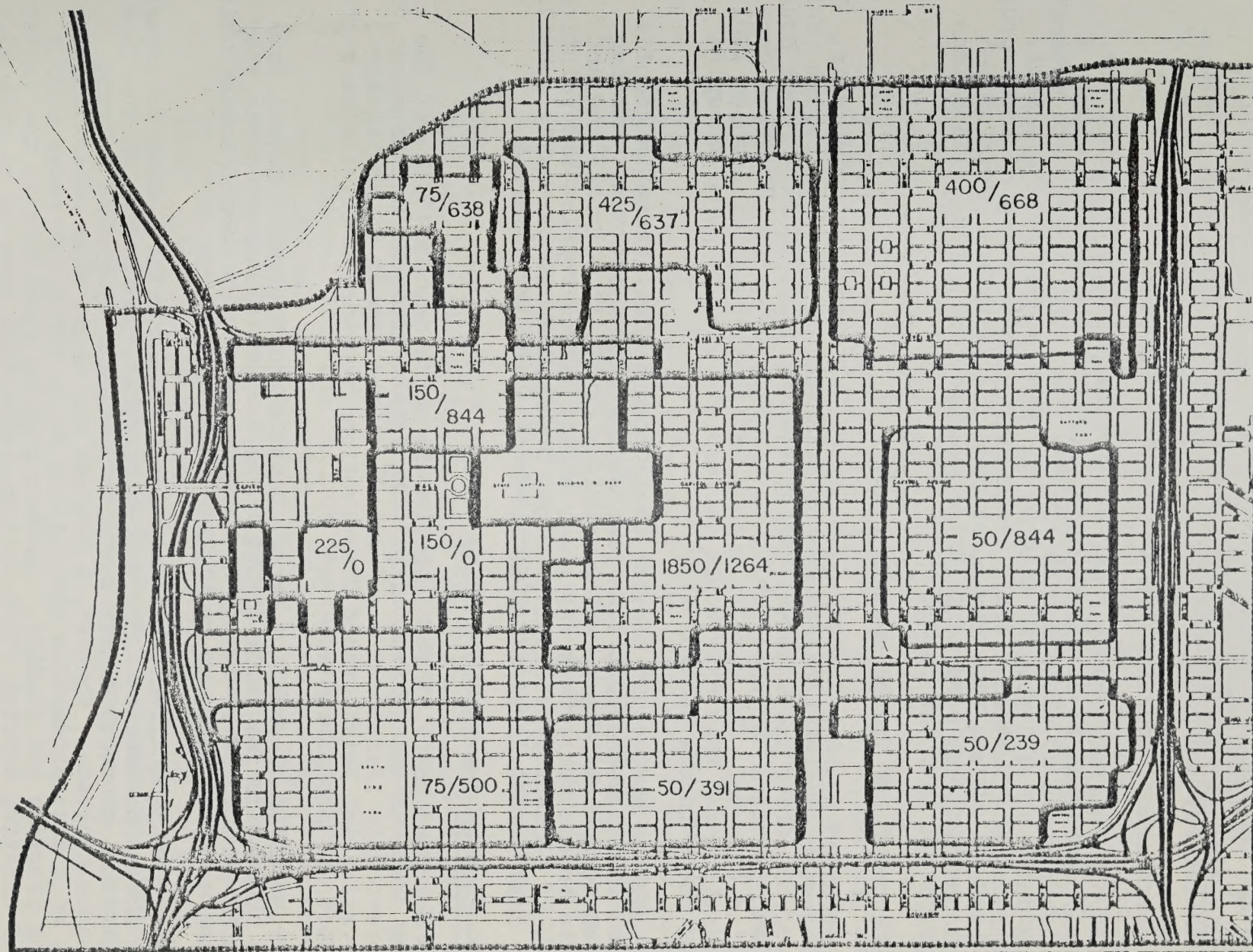
6025 Renter-occupied units of which

4,516 units are suitable for rehab

1,509 units are substandard

6186 Units Total

*See Appendix for further discussion of methodology used to estimate housing needs. And the suggested changes to the methodology utilizing the 1980 census after it is conducted.



central
Sacramento City California
study

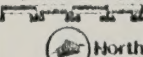
Legend:



MARKET RATE HOUSING UNIT
DEMAND

LOW INCOME HOUSING UNIT NEEDS

Scale in Feet



LEO A DALY
PLANNING
ARCHITECTURE
& ENGINEERING
43 MADISON AVENUE
SAN FRANCISCO CAL 94102

The current 6,186 household in need of housing assistance comprises 37% of the total 16,975 households in the Central City. The Plan recommends that the current housing needs be utilized as the Goal for providing adequate housing by 1990. Therefore, the goal is also to mitigate the impact of displacement of low-income households that may occur as the result of neighborhood conservation and new development.

A variety of Federal, State, Local and Private Housing Programs are currently operating to satisfy housing needs in the Central City. A brief description of the programs and the number of current and estimated housing units of each program follows in this section of the report. To determine the continued exact availability and funding of these programs is impossible. Therefore, estimates from the Sacramento Housing and Redevelopment Agency were utilized or average past annual allocations were projected into the future.

Owner-Occupied Low Income Housing Needs

Owner-occupied housing needs were estimated to total 161 households. The City recently adopted a Sacramento Neighborhood Assistance Program (SNAP). The program offers low-interest rehabilitation loans to low-income households and provides the opportunity to participate in neighborhood conservation efforts. The revolving loan pool goal is \$5 million by 1981. It is anticipated that SNAP would satisfy the current owner-occupied housing needs in the Central City.

Other programs that could provide assistance to low-income households include: 312 low-interest loan program for rehabilitation; painting and beautification program which provides grants to eligible low and moderate income homeowners for minor exterior home repairs and painting. and use of Community Development Block Grant money to partially subsidize Public Improvement Assessment Districts in lower income areas.

Renter-Occupied Low Income Housing Needs

Renter occupied units by far comprise the major portion (97%) of the housing needs in the Central City. The impact analysis conducted on the Plan previously identified a potential adverse impact of the Historic Preservation and Neighborhood Conservation Programs on low-income renter households if not mitigated.

Major renovation of existing rental housing units usually compel low-income households initially living there to move elsewhere since they generally cannot afford to pay the higher rent. The rehabilitated units are then normally occupied by higher-income households.

The rate that rehabilitation occurs has a direct relationship to impact in low-income households. The impact of rehab that occurs on the level of individual property owners could be mitigated by public housing assistance programs. However, a problem may arise when rehabilitation occurs on a mass production speculative basis which out paces public housing programs and funding. Another problem condition is the conversion of existing housing stock to non-residential uses on an area wide basis which forces relocation of existing low-income households without sufficient available alternative housing or housing assistance.

It is therefore important that additional housing assistance keep pace with private rehabilitation activities. Numerous programs are operating in the Central City to assist renter-occupied housing needs. Each is briefly described and the number of current and estimates future assisted units are summarized as follows:

- Three programs are administered locally through the Sacramento Housing and Redevelopment Agency. The Agency owns and operates 532 conventional public housing units in the Central City. An additional 100 units are anticipated to be built in the area within Phase 1 due to the passage of a recent referendum. If future referendums are passed by the Sacramento public, a similar number of new units could be expected in Phases 2 and 3. The Agency also administers two rent subsidy programs: Sections 8 and 23. Section 23 will terminate June 30, 1978, and is expected to be then handled under Section 8. Section 8 provides housing assistance payments to lower income families. Section 8 is expected to provide the primary funds for operating the new lower income housing to be built from project 2-A tax increments in the Central City. Currently, 359 families receive either Section 8 to 23 assistance payments in the Central City. The Agency hopes to receive funding for an additional 300 families per phase in the Central City.
- Another local source of satisfying housing need in the Central City is a result of a recent State Legislative reform measure. The measure requires at least 20% of tax increment funding go to providing lower income housing. Not knowing the amount of tax increments that will be generated from the Plan's recommended redevelopment areas, it is estimated that 20% of all new dwelling in these areas could house lower income families. This would represent approximately 233 units per phase.
- The City has applied for 100 units of State-assisted housing through the California Housing and Finance Agency (CHFA) and is awaiting approval of that application. It is estimated the CHFA could contribute a similar number of units during each of the three phases of the Plan.
- The Central City has various Federal housing programs administered through the Department of Housing and Urban Development (HUD). Sections 221(d)(4), 221(d)(3), and 231 programs offer mortgage insurance to low and moderate income or elderly housing developments. Section 236, which now is an inactive program, provided interest reduction payments in order to lower resident's housing costs. A total of 854 units are Federally assisted in the Central City through these programs. Since HUD does not estimate future allocations for their programs, projections were based upon past annual allocations.

The following table assesses the anticipated ability of current housing programs continuing at present levels to satisfy estimated housing needs in the Central City. After subtracting the number of units currently being provided under existing programs to date, the estimated unsatisfied renter-occupied housing need is 4,180 units. Based upon the continuance of current housing programs or new replacement programs of similar funding, the unsatisfied housing needs for renters in the Central City by 1990 will still remain over 1,200 households. To meet the existing need of 4,180 units approximately 400 additional units are needed in each phase over the projected increases in the current programs. The Central City Plan therefore recommends:

- The City take aggressive actions to seek out additional funding;
- The existing program funding and projected increases should be closely monitored during each phase;
- Additional local money be committed for low income housing from sources such as redevelopment project tax increment money if new additional non-City funds or existing program funding falls short of unsatisfied needs in each phase;
- 50% of all future tax increment money that is allocated for housing from downtown projects be utilized in the Central City.

PROJECTED RENTER OCCUPIED HOUSING NEED BY 1990

Numbers in Housing Units	<u>Total</u>	<u>Phase 1</u>	<u>Phase 2</u>	<u>Phase 3</u>
Housing Needs	6025	4180	3187	2029
<u>Locally Administered Programs</u>				
Conventional Public Housing	-532	-100	-100	-100
Section 8 (Including Section 23)	-359	-300	-300	-300
20% of New Units in Redevelopment Areas	-	-233	-233	-233
<u>State-Assisted Programs</u>				
California Housing Finance Agency	-100	-100	-100	-100
<u>Federally Administered Programs</u>				
Section 231	-56	-30	-30	-30
Section 221(d)(3)&(4)	-464	-230	-230	-230
Section 236	-344	0	0	0
<u>Unsatisfied Housing Need</u>	4180 (current)	3187	2194	1201

C. HOUSING FOR INDIGENT MEN

Sacramento's Skid Row, which historically had been located in the "lower end" (2nd through 5th Street, between H and L Streets), was geographically altered with the advent of redevelopment in the late 1950's. The geographical center shifted to the areas around Plaza Park, 12th Street and adjacent neighborhoods.

One aspect of "Old Skid Row," however did not change - the fact that downtown shopping areas still serve as the primary source of money for the indigent population. Indigent residents continue to use the mall shopping areas as the primary source of panhandling. Police statistics relative to arrests for public drunkenness reflect a substantial number of arrests in the area bordered by 3rd through 12th Streets, between I and L.

The chart on the next page contains information from a survey conducted in 1975 which provided social demographic characteristics of indigent residents. The survey indicated that a large percentage had serious drinking problems (55 percent) and needed to panhandle in order to meet basic survival needs - food, shelter, and clothing.

It has been estimated that presently approximately 1,000 indigent alcoholics can be found in or around downtown on any given day. Additionally, it is estimated that, at a minimum, 10 percent of this population has no source of housing. Thus, on a daily basis approximately 100 indigent alcoholic persons are highly visible because of a lack of sufficient facilities for housing.

Indigent and low income persons who can find housing reside in single rooms, boarding houses and downtown hotels which are clustered within and around the K Street Mall shopping area and Alkali Flat neighborhood. Missions near the Central City operated by organizations such as the Salvation Army and Union Gospel Mission are also important sources of housing.

For many years, the downtown merchants and property owners have been very concerned about the prevalence of drunken persons and panhandling in the shopping and business areas. Local businessmen feel the presence of public inebriates adversely affects their businesses and new commercial businesses locating downtown.

**SOCIAL DEMOGRAPHIC CHARACTERISTICS OF
PUBLIC INEBRIATES
(DOWNTOWN SACRAMENTO)**

AVERAGE AGE: 45.7 years

AVERAGE EDUCATION: 8.7 years

RACE:

Caucasian	-	54 percent
Chicano	-	22 percent
Black	-	11 percent
American Indian	-	8 percent
Not Identified	-	5 percent

SOURCE OF IMMEDIATE HOUSING

Missions	Resid'l Hotels	Rooms, Apt.s	Friends	Recovery Home	Detox	No Housing
49%	11%	18%	9%	1%	1%	10%

SOURCE OF LAST MEAL

Missions	Restaurant	Self- Prepared	Friends	Recov. Home	Detox	"Had Not Eaten In Last Day"
61%	11%	8%	15%	1%	1%	3%

SOURCE OF FINANCES

Employment	General Assistance	SSI	Other Gov't Aid	No Financial Support
3%	13%	5%	5%	74%

MOST IMPORTANT IMMEDIATE PROBLEM

Drinking	Housing	"General Survival"	Work	Food	Health	None
8%	8%	41%	33%	5%	1%	3%

SOURCE: Drunk on the Street, Steve Thompson & Associates;
March, 1975

The following programs are currently being implemented in an attempt to deal with the problem of public drunks in the downtown area in a comprehensive manner. It is beyond the scope of the Central City Study to deal with this matter to any greater detail in offering solutions. However, the Study Committee strongly recommends that new facilities serving indigent persons not be concentrated in the downtown area but be located throughout the County of Sacramento. The Committee feels that solving the problem is a major step in revitalizing the downtown as a place to do business, visit, shop and live and deserves strong City leadership.

- A Model Public Inebriate Detection, Referral, & Treatment System

The County of Sacramento, through the Alcohol Program Administrator's Office, will implement and administer a two-year demonstration program directed toward the treatment of public inebriates in the downtown area. State and local funds totalling \$1.7 million have already been approved for this program.

The demonstration program, now being implemented, involves the creation of a network and followup system for the handling of public inebriates. Involved in the comprehensive program will be the addition of new facilities and services to existing programs including the Community Alcohol Detoxification Center and recovery homes.

New features of the system include a central screening and evaluation facility, a patrol equipped with a van to pick up persons found drunk in public, a drop-in center, a sleep-off facility, and two additional recovery homes.

- Single Person's Center

The City Council on July 5, 1977, approved funds from Redevelopment Project 2-A Tax Increments to construct the Single Person's Facility north of the Central City on a site near Bannon and North B Streets. This facility is designed to house 60 persons and includes space for a casual labor employment office; indoor recreation facilities; social and rehabilitation services, especially for residents with alcohol problems; dining facilities, and an outdoor park area.

The purpose of the Single Person's Center is to provide food, shelter and social activities for persons who are unable to provide for such themselves. The Center will provide screening for health related disabilities and rehabilitation services. The Center will also assist in obtaining employment for people needing full or part-time work. Construction of the center is expected to be completed by December 1977.

PART VI: OTHER PROVISIONS

A. ENERGY

1. Background
2. Recommendation for Stationary Users
3. Recommendation for Mobile Users

B. CITIZEN PARTICIPATION IN IMPLEMENTATION
OF PLAN

C. USE OF FREEWAY RIGHT-OF-WAY

PART VI - OTHER PROVISIONS

A. ENERGY

1. Background

Energy conservation not only results in energy "savings" but also directly reduces environmental pollution. This basic objective is inherent in the Central City Plan Recommendations.

Energy conservation was viewed from two use sectors. One sector addressed "stationary" users (residential, commercial, etc.). The other sector addressed "mobile" users or transportation-related activities.

An array of energy conservation measures are available locally to the City that should be pursued.

2. Recommendations For Stationary Users

If the energy conservation measures recommended by the Plan are implemented by the City of Sacramento, an energy reduction of more than 17% below current levels could be achieved even at the projected gains in population and employment reflected in the Plan.

- a. The State Energy Commission is currently developing State Building Codes to incorporate provisions for energy saving standards. The City should consider these state developed energy conservation measures for adoption as soon as they become law. In addition, the County's efforts to incorporate energy conservation measures into Zoning Ordinance Regulations and Building Codes should be studied for feasibility of application within the City and Central City.
- b. An energy conservation measure available to the utilities is changing their current pricing structure. Rate design usually offers lower unit prices for the more energy consumed. A basic reform would eliminate a system of pricing that encourages greater consumption and to encourage more frugal use of energy.
- c. Even though the utilities are autonomous to the City of Sacramento, the City could make known their policies on energy. A Michigan utility offers a program where they will install insulation in a customer's residence and recover the cost in their regular monthly bill. Such a program could be initiated locally with the City handling the front-end costs of the installation and materials. Other measures include tax incentives or making available low-interest loans for installing energy conservation equipment.

- d. Modular Integrated Utility Systems (MIUS) is another energy conservation device that could be applied in the Central City. Such systems generate their own electricity (possibly from wastes generated in the area) and use the heat from the power plant for such purposes as domestic hot water, and space heating and cooling. The Multi-Use Center is a possible candidate for a MIUS.

Modular Integrated Utility Systems (MIUS) could be implemented as part of the Multi-Use Center in the Central Business District. The U. S. Department of Housing and Urban Development (HUD) and the Energy Research and Development Administration (ERDA) both offer grants for the planning and design of MIUS demonstration projects.

3. Recommendations For Mobil Users

Transportation accounts for approximately 35% of all energy consumed in California. Use of the automobile accounts for over 50% of our "personal" energy consumption. The magnitude of energy consumed by mobile users or transportation activities requires the pursuit of energy conservation measures.

Energy conservation among transportation-related users is promoted by the Plan's proposed land use arrangement and transportation system.

The Plan recommends a land use pattern which encourages more population to reside in close proximity to the major employment generators in the Central City. Also convenient shopping uses are permitted in all residential areas. Therefore, resident working and shopping-related trips are shorter, less dependent upon the automobile, and capable of being made by alternatives, less energy-consuming means.

The Plan recommends centralizing employment within the Core area so to permit and encourage employees to utilize alternative modes of transportation (public transit) than the automobile.

Improved pedestrian, bicycle, and into-core area transit is another recommended element of the Plan for energy conservation.

The Plan emphasises public transit usage by recommending numerous parking management measures to encourage more bus ridership and car-pooling.

B. CITIZEN PARTICIPATION IN IMPLEMENTATION OF PLAN

The Central City is the most complex community of the City. Implementation of the Central City Plan will involve many groups in the public and private sectors. To ensure that:

1. Public and private actions work harmoniously towards the goals of the Plan.

2. Progress in implementation is monitored adequately

The Central City Study Committee recommends an Implementation Advisory Committee be established and appointed by the City Council. The Committee should be a small working committee with representatives from residential and business interests found in the Central City area. The committee would meet periodically to review the progress of implementation and lend support when necessary. The committee would also review and provide input into various programs that should be utilized for implementation of the Central City Plan.

C. USE OF FREEWAY RIGHT-OF-WAY (Ground & Air Rights)

Currently the I-50, I-80, and I-99 Freeway Right-of-way in the Central City is zoned Transportation Corridor (TC). In this zone the only permitted uses are freeways, highways, and public streets. All other uses are conditional uses subject to the issuance of a Special Permit by the Planning Commission. The Plan does not recommend any changes to the existing zoning procedures.

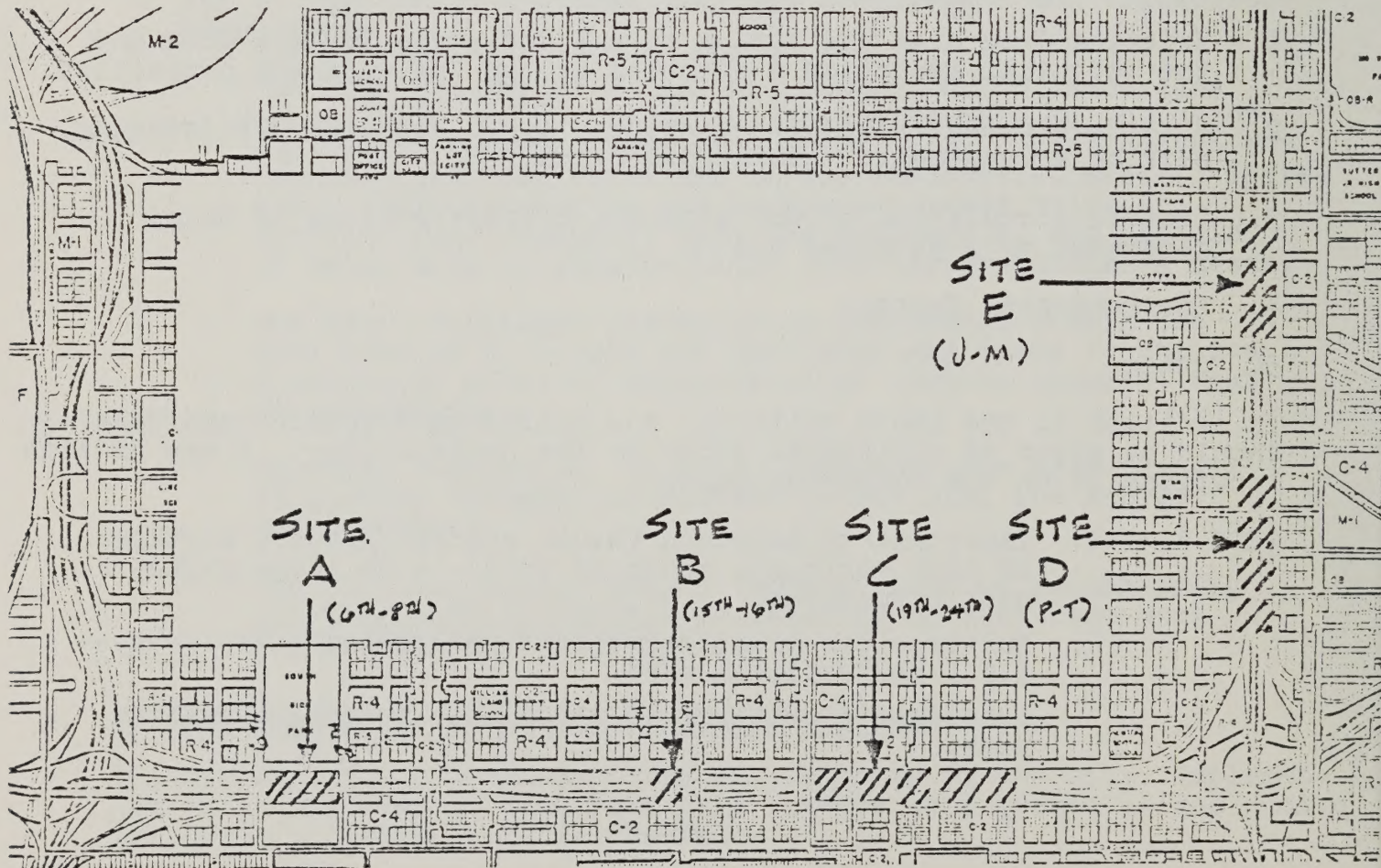
The CCSC in investigating the various use potentials for freeway right-of-ways developed the following criteria. The criteria is suggested for use in considering a request for a Special Permit in the TC zone:

1. Existing land uses and zoning across the street from a site and the potential impact of a proposed use on the adjacent properties.
2. Site development standards proposed, i.e., setbacks, landscaping, parking arrangement, visual appearance, etc.
3. Traffic circulation around site and characteristics of trips generated by a proposed use.
4. Environmental factors
5. Others

In addition to the above criteria, the following specific consideration should be given to individual sites in the Central City. A map of site locations is on the following page.

- SITE A.
1. Important to maintain visual contact between portions of park north and south of site - - no large permanent structures.
 2. Multiple use of site (weekday and weekend) desirable-- i.e., recreational uses.
 3. Landscaping critical to a compatible appearance with park.

- SITE B:
1. Less emphasis on maintaining visual openness.
 2. Extremely high traffic volume and freeway access point suggests low activity use more desirable.
- SITE C:
1. Less emphasis on maintaining visual openness on sites between 19th and 21st.
 2. Uses on site across from residential areas should have:
 - (a) Restricted access and exposure on W and X Streets with access on numbered streets.
 - (b) Activities of a low-key nature.
 - (c) Visual openness maintained.
 - (d) Substantial landscaped setbacks from X and W Streets.
- SITE D:
1. Less emphasis on maintaining visual openness.
 2. Others.
- SITE E:
1. Visual openness should be maintained.
 2. Substantial landscaped setbacks should be provided.



FREEWAY RIGHT-OF-WAY MAP

PART VII: APPENDIX

A. ADDITIONAL FINDINGS

1. Population
2. Housing
3. Economy
4. Land Use
5. Transportation
6. Energy

B. DEFINITIONS

C. COMPARABLE ZONING CLASSIFICATION

D. STUDY PROCESS

E. METHODOLOGY FOR ESTIMATING HOUSING NEEDS

F. MINORITY REPORTS

G. BIBLIOGRAPHY

PART VII - APPENDIX

A. ADDITIONAL FINDINGS

The following are additional findings used by the CCSC in developing The Central City Plan.

1. Population

The population of the Central City declined precipitously from 1960 to 1970. Some 46,000 persons resided in the Central City in 1960 while in 1970 the total population was only 25,000. The loss of some 19,000 residents was attributed to: (1) the State acquiring large areas of existing residential development for their anticipated office expansion; (2) construction of the freeway system; (3) continued outward expansion of the Central City commercial corridors into the neighborhoods; and (4) displacement of existing residents as a result of downtown redevelopment activities. The decline in population was arrested after 1970 and today the Central City houses approximately 28,000 persons.

Today's Central City population is largely comprised, about 60%, of single persons. These single adult people live alone or with other non-related persons and are fairly equally divided among younger and older ages. The Central City also houses young couples with no children and older couples whose children are grown and have left home. Only one household in every five consists of families with children. This accounts for the small average household size in the Central City of 1.8 compared to the entire City of Sacramento having 2.8 persons per household.

CENTRAL CITY HOUSEHOLDS BY LIFE STYLE AND INCOME - 1975

Life Style	Income			Total	
	Low and Moderate*	Middle	High**	Number	Percent
Young Singles/Groups	3,900	1,000	100	5,000	30
Young Couples, No Children	1,100	750	150	2,000	12
Families	2,050	1,250	200	3,500	21
Empty Nesters	700	400	200	1,300	7
Older Adults	4,000	950	150	5,100	30
TOTAL					
Number	11,750	4,350	800	16,900	
Percent	70	26	4		100

* Under \$10,000 annually

** \$25,000 and over annually

Source: Real Estate Research Corporation

The Central City has a more heterogenous population as compared with Sacramento's suburban populations. It has a much wider ethnic population. Better than two-thirds of the population is of low or moderate income. Low income populations live in the Central City more out of economic necessity than choice. The Central City is providing an increasingly viable living alternative for higher income populations. New housing providing the advantages of close-in-living and the rehabilitation of older housing often having architectural or historical significance have been the primary attractions to higher income groups.

2. Housing

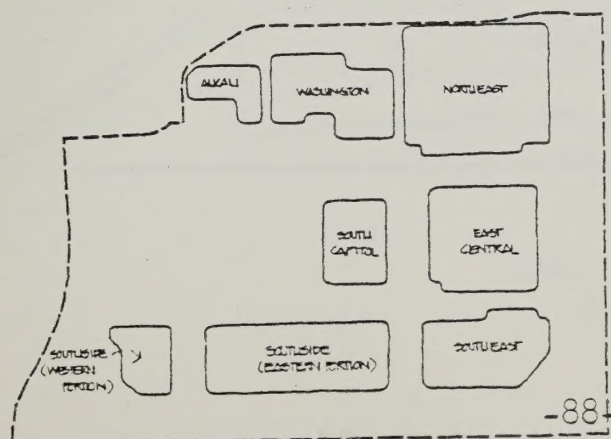
The Central City plays an important role in the entire City of Sacramento's housing market in providing segments of the population with certain types of housing. See following table: Central City Housing Characteristics.

Currently, there are 18,390 total dwelling units in the Central City. The bulk of the City's low rent dwellings are located in the Central City. By this fact, the Central City contains the City's highest concentration of deteriorated housing. It is estimated that roughly one-third of the Central City's housing is deficient.

The Central City has Sacramento's highest concentration of small dwelling units. Nearly 75% of all units in Sacramento with two rooms or less are found in the Central City. As a result, approximately one-half of the City's multi-family housing is located here. The Central City is not typical of the single family housing. Nearly 80% of the Central City's housing is in multi-family structures.

New multi-family housing offering amenities found in suburban-type development has resulted through redevelopment activities in the Central City. Expanding white collar professional occupations in the downtown has provided the key stimulus for demand of these types of units.

The residential portion of the Frame contains the Central City's existing neighborhood areas. A diversity of socio-economic and physical characteristic exists among the neighborhoods. Therefore, to provide a better understanding of the Plan's proposals for this area, the "findings" of each neighborhood are presented individually. Eight distinct neighborhoods are defined.



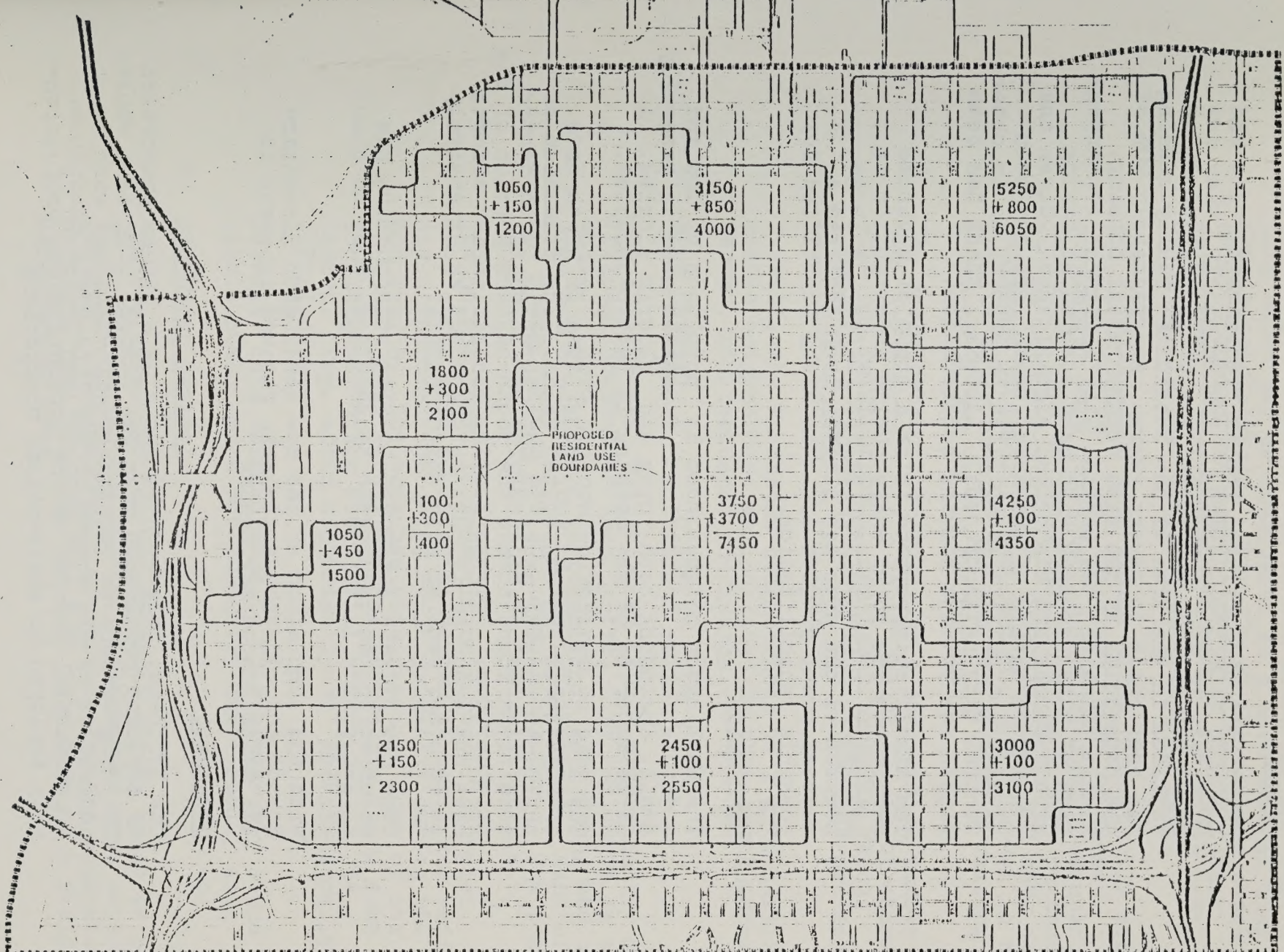
Neighborhood Areas in the Frame

CENTRAL CITY HOUSING CHARACTERISTICS – 1970, 1974

Characteristics	Housing Units	Percent
Ownership		
Owner Occupied	2,196	13.2
Renter Occupied	13,039	78.8
Unoccupied	1,335	8.0
Structure Type		
Single Family	3,413	20.6
Two—Four Units	4,424	26.7
Five – 49 Units	7,590	45.8
Fifty & Units	1,143	6.9
Housing Unit Size		
One—Two Rooms (Studio & 1 Bedroom)	3,944	23.8
Three—Four Rooms (2 Bedroom)	9,263	55.9
Five & Rooms (3 Bedroom)	3,363	20.3
Construction Date		
Built Prior to 1939	9,312	56.2
Built After 1939	7,258	43.8
Total Housing Units		
1970	16,570	90.1
Net Units Added (1970-1974)	1,809*	9.9
TOTAL	18,379	100.0

*2025 multiple housing units, less 216 single family units

Source: 1970 census, Sacramento Regional Area Planning Commission



central
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Population
Distribution

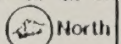
Legend:

Top numbers represent existing population
Middle numbers represent population growth
Bottom numbers represent total 1990 population

Central City
Existing Population 26,000
Population Growth 7,000
Total 1990 Population 33,000

Scale in Feet

0 100 200 300



LEOA DAILY
PLANNING
ARCHITECTURE
ENGINEERING
35 MADISON LANE
SAN FRANCISCO, CALIF. 94102

a. Alkali

The Alkali neighborhood houses predominantly low and moderate income households. Predominantly, they are small households, but there is a concentration of families in the area as new subsidized family housing has been built in recent years. Approximately 90% of the households in the area occupy rental housing. Alkali contains the Central City's highest concentration of older housing with many structures having architectural and historical significance. Given the low-income nature of the area, there has not been significant private rehabilitation efforts as in other Central City neighborhoods. Likewise, there has been little new private housing construction.

The Alkali neighborhood is in a state of advanced decline to the point where public intervention is necessary to countervene market forces. A large portion of the area has already been declared a redevelopment project and some areas identified for possible rehabilitation.

b. Washington

The Washington neighborhood is populated by low and moderate income households. Household size is generally small, including both young and elderly singles. A large majority of the housing is renter-occupied.

The area contains older housing, some of which have architectural and historical value. The condition of the older housing stock is deteriorating, with better conditions found toward the south-eastern portion of the neighborhood. Private housing rehabilitation efforts have not occurred in this neighborhood as extensively as in other Central City neighborhoods.

Some new private apartment housing construction has occurred in the Washington neighborhood, more so than in Alkali.

With the completion of the new Washington Elementary School and adjacent mini-park, renewed interest in the neighborhood may occur.

c. Northeast

The Northeast neighborhood contains a higher proportion of affluent population than the Central City as a whole. The neighborhood is reasonably well-balanced with households at all stages of the life-cycle continuum. A substantial portion of the population are professionally employed in white-collar occupations.

The neighborhood is one of few areas in the Central City which may be considered as a more typical single-family neighborhood. Over 27% of the housing stock is owner-occupied and nearly 40% is in single family structures. Furthermore, some of the larger unit dwellings in the Central City are found here.

The area contains some older, often historically significant structures. Over the years, many of these structures were converted into multi-family occupancy. Recently, some of these structures have been purchased by new population groups, rehabilitated, and some deconverted to their former design. The interest in this type of older housing has had the effect of raising property values in the neighborhood.

The neighborhood also contains a substantial number of new apartments. Often their design is out of character with the neighborhood. Increased property values coupled with increased costs have slowed the new apartment construction in the area.

Overall, the Northeast neighborhood is a good quality, viable neighborhood as indicated by the strong investor, lender, and residence confidence.

d. East Central

The East Central neighborhood houses predominantly more affluent households than Central City residents as a whole. There are concentrations of both young and older aged adult populations in the neighborhood. Many of the young persons are employed in the Core. The population of the neighborhood is basically stable.

The neighborhood is predominantly renter occupied. The area contains a substantial number of small and medium sized apartment projects built primarily during the 1950's and 1960's. The area has also retained some of its older housing stock. Along Capitol Avenue are found some of the largest, older residential structures in the Central City, often historically or architecturally significant.

Overall, this neighborhood is in a comparably sound and viable state as a predominantly multi-family area.

e. Southwest Capitol

The Southwest Capitol neighborhood exists today as part of a once larger residential neighborhood that extended westward. Redevelopment activities and the expansion of State land holdings has left this area as a residual neighborhood area.

The neighborhood houses many older residents which comprise a significant portion of the neighborhood population group. Younger persons are also concentrated in the area.

The area is of a higher density and includes a number of structures which have been converted to rooming houses and other smaller living arrangements. In additions, there are some quality older multi-family structures, many with architectural or historical significance. The area does have a large number of deficient units.

f. Southeast

The Southeast neighborhood is populated by a predominant family household type with recent influxes of young singles and married couples. The populations are more affluent compared to residents as a whole in the Central City.

The neighborhood is one of the remaining few areas in the Central City that has a predominantly single family character. Over 25% of the housing stock is owner-occupied and nearly 40% is in single family structures. Also, the area contains some of the Central City's largest sized dwelling units.

Despite a concentration of some very prominent architectural and historic structures along the western boundary of the neighborhood, the neighborhood contains some of the Central City's newest housing. Many of the dwelling units were developed as small apartment projects dispersed throughout the neighborhood.

There is a strong market for housing in the neighborhood because of its desirable locational attributes and basic high quality of housing. Property values are rising faster in the neighborhood than in most other Central City neighborhoods.

Overall, the southeast neighborhood is a sound viable residential area which retains its single-family character. Strong interest exists among residents to preserve the neighborhood's character.

g. Southside (Eastern portion)

The eastern portion of the Southside neighborhood is predominantly a family neighborhood, housing both moderate to low income groups. Family-type dwelling units are present here in greater proportions than in the Central City as a whole.

The neighborhood contains a substantial amount of single-family structures, as much as one-third of the inventory. However, the area does have a widely diverse housing stock due to small apartment projects built mostly in the 1950's.

The neighborhood is an area of lost investor confidence. Therefore, in terms of housing dynamics the neighborhood is stagnant. Declining investor confidence is a clear warning signal that this neighborhood is in the stage of incipient decline. Public intervention would be required to reverse this direction.

h. Southside (Western portion)

Physically separated by Southside Park, the western portion of the Southside neighborhood houses predominantly low to moderate income groups. Both family-type households and apartment dwellers reside in the area.

The single-family structures in the area comprise older and smaller homes than generally found in the eastern portion of the Southside neighborhood. Also, they are in poorer condition and are of lower property value.

This portion of the neighborhood suffers from poor investor confidence in the area. As a result, the neighborhood is in a state of advanced decline. The public sector will be required to play an active role in the upgrading of the neighborhood.

(For a more in-depth discussion of the existing neighborhood findings, refer to the study report entitled "Housing Market and Related Services Analysis".)

3. Economy

The employment force in the Central City increased primarily on the basis of growth in office space, particularly State government. Employment increased between 1960 and 1968 from approximately 50,000 to 58,000. The growth resulted from gains in government and private office employment, while Central Business District retail employment declined. Estimated current Central City employment is 63,000.

The retail function of Sacramento's Central Business District (CBD) has declined substantially since 1960. CBD retail sales declined in both current (inflated) and constant (non-inflated) dollar terms. Current dollar sales fell from approximately \$160 million to \$105 million from 1963 to 1972. Constant dollar sales fell by -2.9% annually from 1963 to 1967 and accelerated its losses by falling -11.4% annually from 1967 to 1972. If present policies are continued, total sales volumes will continue to decline by -10% by 1990.

The Central City, and more specifically the downtown, is the visitor/entertainment/cultural center for the Sacramento metropolitan area. The downtown showed relatively small increases in current dollars associated with the transient lodging (hotels and motels) from 1963-1972. The business climate has improved with the completion of the convention center and the recent momentum of Old Sacramento. As a result, a new first class high-rise hotel is expected to be built shortly. It is estimated that visitor expenditures from businessmen, conventioners, and tourists in the Central City and near north area represent at least \$28 million to the Sacramento economy.

4. Land Use Areas

The land use (or activity) configuration of the Central City has been modified as a result of changes in the social, economic, and transportation characteristics of the Central City. See the maps on pages 97 & 98 - Neighborhood Land Use Trends and Non-Residential Land Use Trends.

The neighborhood areas of the Central City have been reduced in size due to freeway acquisition and governmental expansion. In addition, the outward expansion of commercial use corridors has been at the expense of the neighborhoods. This trend could continue given current zoning policy.

The neighborhood areas have experienced increased density (dwelling units per acre) from 1960 to today. Current zoning has encouraged lower density (e.g., single family) areas to be redeveloped into apartment development.

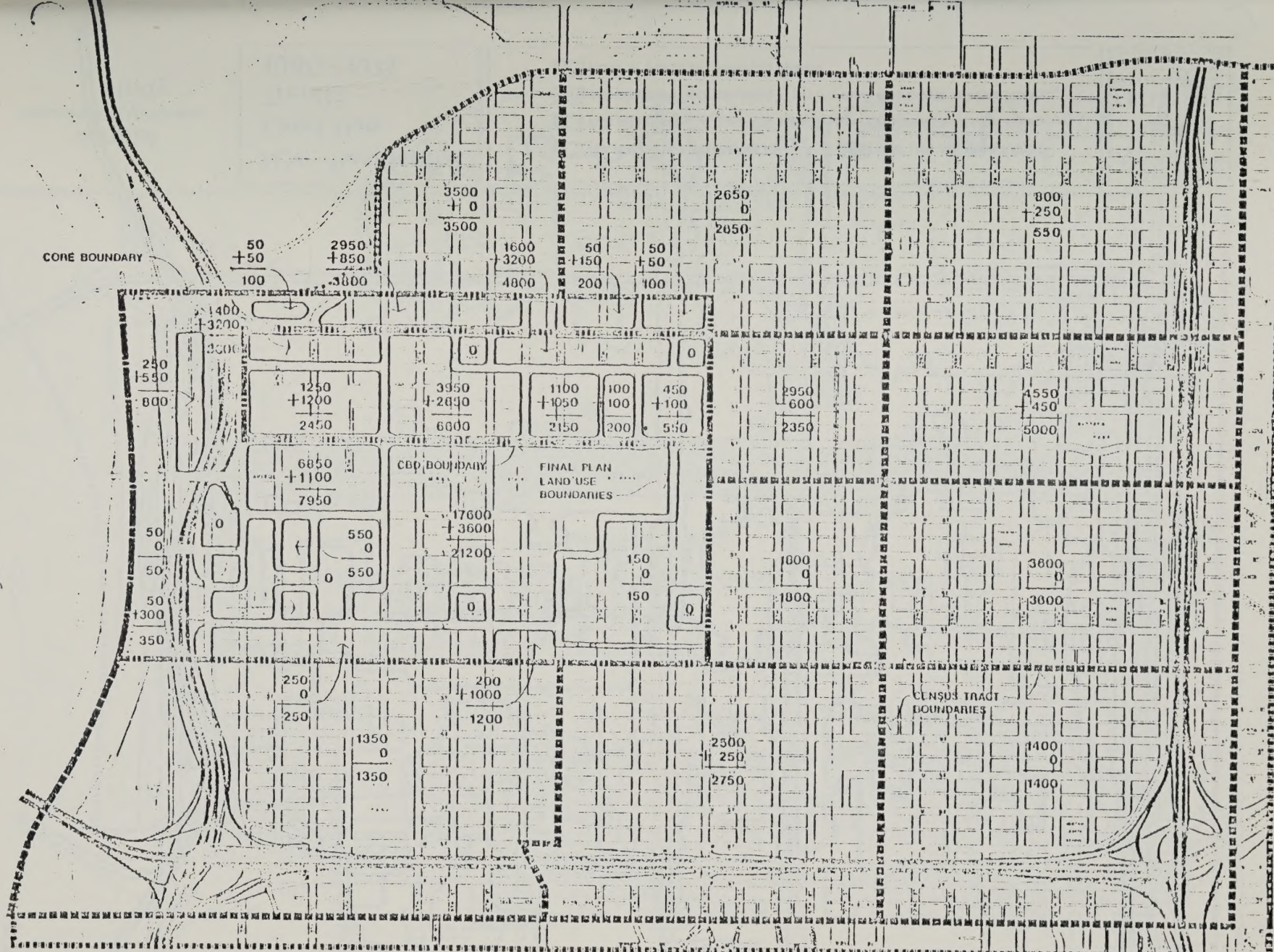
Commercial and industrial land use areas have both expanded and been reduced in certain locations within the Central City. The corridors of development have expanded outward but at the same time some land area was lost to freeway acquisition.

Governmental (State, County, and City) office centers since 1960 have more than doubled their land area in the Central City.

Land used for transportation purposes in the Central City expanded substantially due to the freeway program.

5. Transportation

As the focus of activity for the entire Metropolitan area, the Central City produces approximately 461,000 person trips per day. This total represents travel by all non-walking modes (e.g., automobile, public transit, bicycle) and includes trips both beginning and ending in the Central City as well as trips made entirely within the Central City. Approximately 84% of the total trips are suburban or regional trips to or from the Central City. The remaining 16 percent accounts for trips that occur wholly within the Central City (trips that have both origin and destination inside the study area).



central
Sacramento city California
study

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Employment Distribution

Legend:

Top numbers represent existing employment
Middle numbers represent change in employment (+) or (-)
Bottom numbers represent total 1990 employment

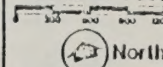
C.B.D. (+, 16, 1, 1)
Existing Employment 8,850
Change in Employment 11,500
Total 1990 Employment 20,350

True Central City - Core)
Existing Employment 25,400
Change in Employment 170
Total 1990 Employment 25,570

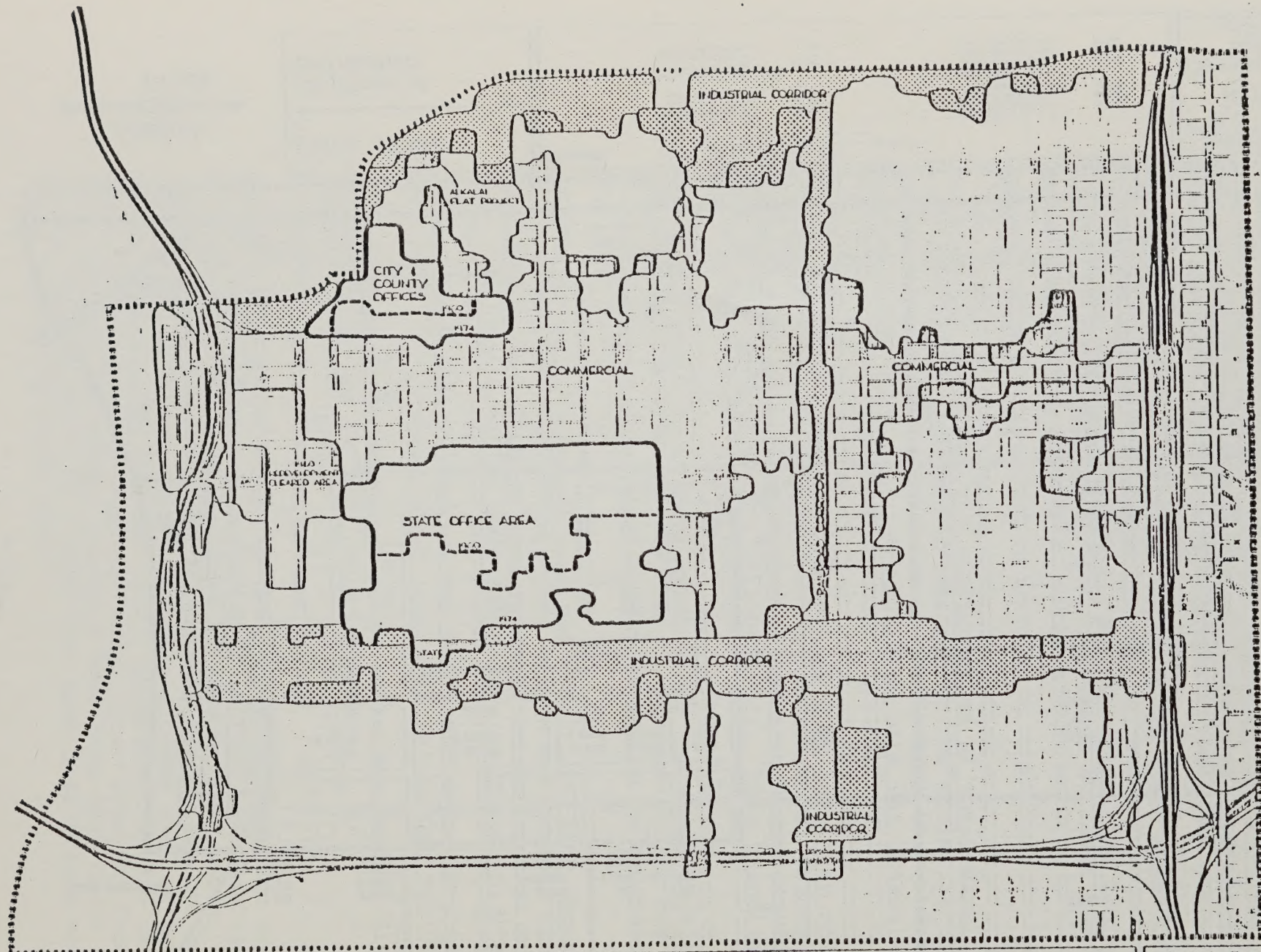
Core (River, 16, 1, 1)
Existing Employment 37,900
Change in Employment 19,150
Total 1990 Employment 57,050

Central City
Existing Employment 63,000
Change in Employment 19,000
Total 1990 Employment 82,000

Scale in Feet



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Non-Residential Land Use Trends 1960-1974

Legend:

-  P60 COMMERCIAL LAND USE AREAS
-  P60-P74 COMMERCIAL LAND USE GROWTH
-  P60 INDUSTRIAL LAND USE AREAS
-  P60-P74 INDUSTRIAL LAND USE GROWTH
-  NEW USE AREAS AS NOTED
-  P60 GOVERNMENTAL AREAS
-  P74 GOVERNMENTAL AREAS

Scale in Feet
0 500 1000
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Neighborhood Land Use Trends 1960 to 1974

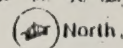
Legend:

- 1960 NEIGHBORHOOD
LAND USE BOUNDARY
- 1974 NEIGHBORHOOD
LAND USE BOUNDARY

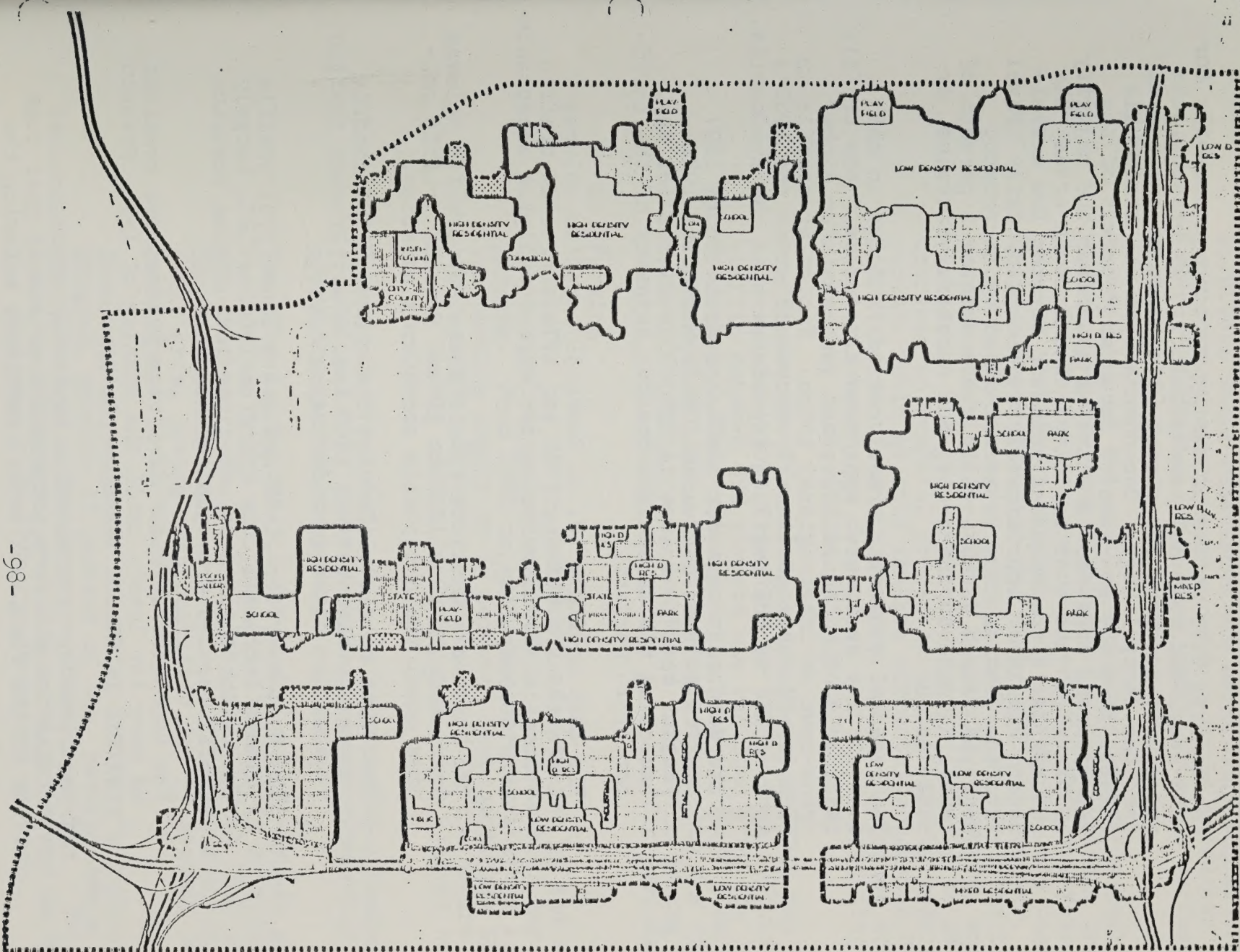
LAND USE CHANGES FROM 1960 TO 1974

- SAME USE
- LOW DENSITY RESIDENTIAL
- RESIDENTIAL
- RESIDENTIAL
- RESIDENTIAL
- RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC
- MIXED USES

Scale in Feet



LEO ADAMS



a. Vehicular Travel

The Central City relies primarily upon the automobile for both local and regional accessibility. At present, the automobile accounts for almost 93 percent of the travel into the Central City. Dependence upon the automobile results from the low-density suburban "sprawl" of the metropolitan area and in which is generated the majority of travel to the Central City. Within such areas, the automobile is the required means of serving low travel-demand density. Approximately 5 percent of daily travel into the Central City is accommodated by Sacramento Regional Transit (SRTD), while the remaining 2 percent of travel is made by inter-city bus carriers, bicycles, or other modes.

The regional vehicular travel corridors focus on the Central City area, with approximately one-half the traffic destined to the Central City and the remainder either cross-town or intraregional trips. Vehicular traffic in each corridor has continually increased since the 1960's as a result of the region's dependence upon the automobile.

- The Northeast corridor (I-80 and State Route 160) traffic volumes increased 50% from 1960 to 1974. Present traffic volume is 150,000 vehicles per day, exceeding the acceptable traffic capacity of the corridor by 10 percent.
- The East corridor (U. S. Route 50) traffic volumes increased 40% between 1960 and 1974. Present traffic volume is 90,000 vehicles per day, equallying acceptable corridor capacity.
- The Southeast corridor (State Route 99) traffic volumes increased 40% from 1950 to 1974. Present traffic volumes equal the acceptable corridor's capacity.
- The South corridor (I-5 and State Route 160) traffic volumes doubled between 1960 and 1974. Present traffic volumes are below corridor capacity.
- The West corridor (I-80 and State Route 275) traffic volumes increased only 25% from 1960 to 1974 largely due to the opening of and diversion of some westside traffic to I-5 from the northwest.
- The Northwest corridor (I-5) traffic volumes remained at very low levels until the opening of I-5. Present traffic is 50,000 vehicles per day.

If past trends, representing basically unconstrained vehicular travel, were projected over the 15 year time frame of the Plan, all travel corridors entering the

Central City would experience extensive peak period congestion. The Northeast, Southeast, West and Northwest corridors would experience the worst congestion. Peak period trips using these corridors would encounter extreme lengthy congestion, diverting traffic to the surface streets.

The opening of I-5 and I-80 freeways in the Central City vicinity removed the crosstown and intraregional traffic from the Central City street system. This diversion reduced traffic on Central City streets by more than one-third between 1960 and the early 1970's. However, Central City traffic is again increasing as new developments attract additional workers, residents, shoppers, and visitors. The past and current trend of a 1% to 2% annual increase in traffic, projected through the 15 year plan period, would greatly amplify currently congested Central City intersections and streets. These increases would result in extensive congestion on streets providing access to freeway ramps and at major intersections.

Traffic in the Central Business District (CBD) has generally remained stable from 1960 to 1975. Redistribution of traffic between CBD streets has resulted from the location of freeway access ramps and the conversion of K Street to a pedestrian mall. Continued growth within the CBD will, however, contribute to increased congestion during the morning, afternoon, and midday peak traffic periods.

b. Parking

Intensive use of the automobile for travel to and within the Central City has resulted in a substantial amount of parking. From 1960 to 1975, the Core Area alone increased its parking supply by 79 percent. Approximately 56,600 non-residential parking spaces exist in the entire Central City. Nearly one-half of the spaces are located within the Core Area.

Parking in the Central City is provided by a number of groups including governmental agencies, commercial operators, and businesses.

The City is responsible for municipal off-street parking facilities, which are primarily located in or adjacent to the CBD, and curb parking along the Central City streets. The City is the largest single parking operator in the study area, having responsibility for 55 percent of all parking spaces in the Central City.

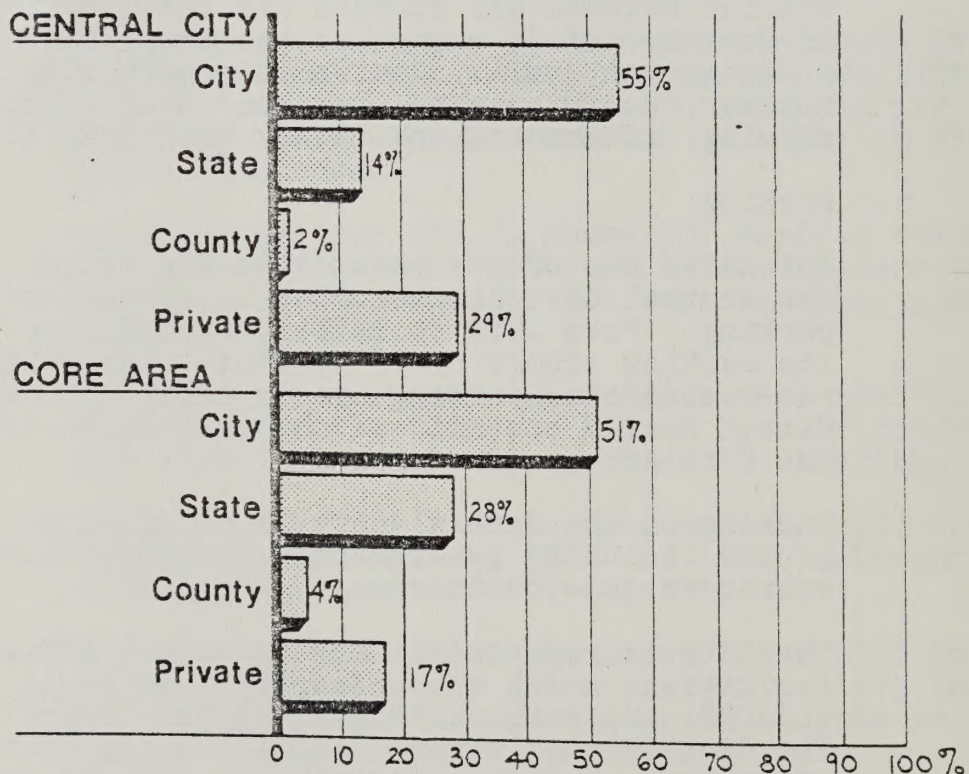
Governmental entities, including the City's public parking program, provide 83 percent of the parking spaces within the Core area. The City provides 51 percent. The State operates 28 percent providing parking for the majority of its employees. The County provides 4 percent.

Commercial operators are a relatively minor factor in Central City parking supply. Whereas commercial operators normally provide up to 50 percent of the parking spaces in the downtown areas of most cities, in the Sacramento Central City, this group accounts for only 7 percent of the non-residential parking spaces.

Private businesses, collectively, provide a sizable portion of the parking, approximately 26 percent of non-residential parking within the Central City. However, almost all of this parking is provided outside of the Core Area. Private businesses provide only 10 percent of the parking within the Core Area.

Within the Core Area, 82 percent of the parking is located in off-street facilities. More than one-half of these spaces are designated as "exclusive" spaces, reserved for employees or by prior agreement. Comparatively, little parking is provided by commercial establishments for their customers due to the extensive municipal parking program.

Parking by Operator



Within the Frame area, the majority of off-street parking is provided by private businesses for use by their employees and customers. Only one percent of the off-street parking is available for use by the general public. Additionally, more than 17,000 on-street parking spaces are available to the general public.

A survey of parking space usage was conducted by the City during the months of June and July of 1975. The surveys provided information on parking usage, existing deficiencies, and problem areas.

Parkers within the Core area occupied 73 percent of the available spaces. The most intensive usage is in the State office area where parkers overflow into the blocks south and east of State government lands. Most off-street public parking and on-street parking without time limits are fully utilized in the Core.

Parkers within the Frame area occupied 58 percent of the available spaces within areas of non-residential use. Within some residential portions of the Frame, significant on-street parking by employees of adjacent commercial and governmental establishments does occur. This condition does not presently tax the capacity of neighborhood parking, but does represent an inconvenience to residents.

For a more in-depth discussion of parking "findings", refer to the Parking Management Program report.

c. Public Transit

Public transit in the Sacramento area has just recently reversed a long downward trend of declining service and patronage that began in the 1940's. Prior to 1973 transit ridership had been declining in line with national trends of increased reliance upon the automobile. A slow 5 percent annual decrease in transit patronage since the late 1940's bottomed in 1972 with approximately 15,000 daily trips to or from the downtown. In 1972, transit's share of all person trips to the Central City was less than 2%, a result of declining transit patronage and the continuous rise in total person travel.

In 1973, the downward trend was reversed. A 124 percent increase in transit patronage occurred, resulting in over 30,000 daily downtown trips. This increase was in part due to improved service frequency and coverage (from 21 lines in 1960 to 55 lines in 1975). Also, oil embargo and the Sacramento Regional Transit District reduced fare program in 1973 contributed substantially to the increased patronage. In 1974 and 1975, transit patronage increased at moderate rates. As a result, today's transit share of all person trips to the Central City is approximately 5 percent.

6. Energy

The energy crisis has made us aware that we are entering a new age of energy. Fossil fuels have been the mainstay of our energy system. These fuels we now realize are limited in

supply and non-renewable. One of our greatest potentials is energy conservation or efficient use of the energy we now consume.

Energy was viewed from two end-use sectors, "stationary" users (residential, commercial, etc.) and "mobile" users or transportation related activities..

a. Stationary Energy Users

An energy audit of stationary users was undertaken in the Central City. The methodology used to arrive at the audit, although simple, did provide a reasonable estimate of energy consumption.

Energy consumption by stationary (non-mobile) users was estimated within the Central City area for both today and 1990. The Sacramento Municipal Utilities District (SMUD) and Pacific Gas and Electric Company provided energy consumption data for selected typical activities within the Central City. The data provided current total energy (electric and gas) consumption on a BTU (British Thermal Unit) per square foot per year basis for each activity. Population and employment information for the Central City was utilized as the base information from which the energy estimates were derived. Population was converted into households, then translated into residential square footage by utilizing employee/square foot ratios, and applied to the typical energy consumption figures for each respective use. This process generated estimates of energy consumption in the Central City as displayed in the following table.

Energy consumption by stationary sources in the Central City will grow by 33 percent or from 1,717 trillion BTU per year currently consumed to 2,286 trillion BTU consumed in 1990 assuming present policy consumption practices. This is a result of the projected population growth of 25% and employment growth of 30% envisioned in the Central City (per capita energy consumption is assumed to remain at present levels).

If the energy conservation measures (discussed later) recommended by the Plan are implemented by the City of Sacramento, an energy reduction of more than 17% below current levels could be achieved even at the projected gains in population and employment reflected in the Plan. This conclusion is based upon the potential of energy conservation in buildings as presented in "Energy and the Built Environment" by the American Institute of Architects. Their estimates of energy savings in new and existing retrofitted buildings are considered very conservative. If energy conservation measures were coupled with on-site utilization of natural energies (primarily solar), the potential energy reduction in the Central City would be much greater.

CENTRAL CITY ENERGY CONSUMPTION BY STATIONARY USERS

In Trillions of BTUs Per Year

	1975	1990 Present Policies Consumption Practices	1990 Utilizing Appropriate Measures
Residential	401	522	329
Commercial	75	131	74
Office	1,006	1,398	861
Heavy	74	74	52
Commercial			
Industrial	161	161	112
TOTAL	1,717	2,286	1,428

Source: Leo A. Daly Company

b. Mobile Energy Users (Transportation)

Transportation accounts for approximately 35% of all energy consumed in California. Use of the automobile accounts for over 50% of our "personal" energy consumption. The magnitude of energy consumed by mobile users or transportation activities requires the pursuit of energy conservation measures.

The direct transportation-related consumption of energy is primarily due to vehicular fuel consumption with much lesser amounts lost through evaporation and spillage or use as lubricants. Thus, the amount of energy, i.e., gasoline and diesel fuel, that is consumed by the transportation system is primarily dependent upon two factors: (1) the number of vehicle miles traveled and (2) the fuel efficiency of the vehicular fleet (average fuel consumption rate). The principal impacts of the Central City Plans will be upon the number of vehicle miles travelled; modifications of the average fuel consumption will change only as the types of vehicles entering the Central City change (i.e., more buses).

Fuel Consumption Levels

The "energy crisis" and the recognized future constraints on fuel energy availability have prompted a nation-wide effort to improve the fuel economy of motor vehicles. The U. S. Congress has mandated that auto manufacturers satisfy a set of future standards of fuel economy for new automobile production. These standards would result in a 45 percent reduction in fuel consumption by 1985 model production automobiles as compared with 1975 model year production automobiles.

The vehicle mix, or the distribution of automobiles by model year, was estimated for the Sacramento area in 1975 and 1990. Historical and future estimates of average vehicular fuel consumption were then applied to each year's vehicle mix, with the assumption that future production year vehicles would satisfy federal fuel consumption standards. Also, the proportion of heavy vehicles (buses and trucks) were incorporated into the average consumption rates. The procedure indicates that the average fuel consumption rate in the study area would be reduced by approximately 45 percent with the average fuel economy improving from 11.9 miles per gallon in 1975 to 21.7 miles per gallon in 1990. This reflects a 52 percent improvement in automobile fuel efficiency (26 mpg versus 12.6 mpg) and no change in truck and bus fuel consumption rates (4.9 mpg).

Daily Vehicle Miles of Travel (VMT)

The 1975 and 1990 average daily vehicle miles of travel (VMT) were calculated for all vehicle trips generated by the Central City study area. The total daily VMT for all Central City generated trips was estimated as 1,998,000 vehicle miles in 1975 and 2,204,000 vehicle miles in 1990, a 10 percent increase. The increase in VMT does not reflect the potential increase in the average length of trips to or from the Central City.

TRANSPORTATION FUEL CONSUMPTION

Central City Travel

Item	1975	1990	Percent Change
Average Fuel Consumption Rate			
Miles per Gallon	11.9	21.7	+ 82.3
Gallons per Mile	0.084	0.046	- 45.2
Daily Central City			
Generated Vehicle Trips	333,000	367,400	+ 10.3
Average Trip Length (miles)	6.0	6.0	0
Daily Central City			
Generated Vehicle			
Miles of Travel	1,998,000	2,204,000	+ 10.3
Daily Fuel Consumption			
of Central City Generated			
Trips in Gallons	167,000	101,900	- 39.2

Source: Wilbur Smith and Associates

Daily Fuel Consumption

Based upon the projected VMT and vehicle fuel consumption rates, the average daily fuel consumption by all Central City generated vehicle trips is anticipated to decrease by 39.2 percent, from a daily average of 167,700 gallons in 1975 to 101,900 gallons in 1990. The significant reduction in vehicle fuel consumption rates to meet Congressional guidelines more than offsets the projected increase in daily VMT.

If no further vehicle fuel economy is achieved above the 1976 model year, the average 1990 consumption rate will be approximately 17 miles per gallon. Daily fuel consumption would approximate 153,000 gallons daily in 1990, or three percent less than 1975.

Likewise, if the increased use of public transit for travel to the Central City does not exceed that projected under the current Regional Transit 1990 plans, the VMT for Central City trips, as well as fuel consumption, will increase by six percent to 108,000 gallons per day. Combination of both the lower fuel economy and transit use would result in daily fuel consumption of 160,000 gallons, or slightly less than that for 1975.

B. DEFINITIONS

Assessment Districts - application of special assessments upon properties within a prescribed area, is a technique to finance public improvements that benefit only those properties. An example of such an improvement within the Central City Plan could be street closures in the neighborhood areas. If all property owners within a block desired to redesign their street, possibly for more pedestrian activities, then they would be assessed proportionately for the cost of such a project.

Bike Lanes - bikeways sharing a portion of the street right-of-way.

Bike Path - bikeways having their own exclusive right-of-way.

Bikeway - all facilities that provide primarily for bicycle travel.

Building Code - the Building Code is the instrument to which all new buildings must conform. The Code comes under the jurisdiction and is administered by the City Building Inspections Division.

The purpose of health and safety codes is to provide minimum requirements for the protection of life, limb, health, property, safety, and welfare of the general public. The Building Code and the Housing Code are important regulatory controls in the implementation of the Central City Plan.

Bus Mall - street right-of-way where the only vehicles permitted are buses and emergency vehicles.

Commercial Market - area bounded by 14th, 16th, J and L Streets where convenience-oriented shopping uses are encouraged to accommodate residents, employees and visitor needs.

Day Care - a facility which provides supervision, care, therapy, or medical treatment to individuals during daytime hours.

Existing Neighborhood - areas within residential portion of the frame area identified by the report for study purposes; eight existing neighborhood areas were identified and are generally distinguished by physical separation.

Flexible Zoning - refer to the establishing a single residential zone for the Central City with a base density; the zone would permit higher than base density developments if specified criteria are met.

Group Care - a facility which provides resident services to seven or more individuals. These individuals are handicapped, aged, disabled, or require care and supervision and are provided services to meet their needs.

Definitions (Cont'd)

Local Streets - streets where through traffic movement is discouraged by the use of traffic control measures. The use of these measures will be determined on a neighborhood and street segment basis.

Low Rise - building heights 25 feet or lower.

Major One-Way Streets - streets where through traffic movement is encouraged and expedited.

Major Two-Way Streets - streets where through traffic movement is encouraged and expedited.

Mid-Rise - building heights 35 feet or lower.

Minor One-Way Streets - streets where through traffic movement is restrained by installation of additional traffic signals.

Minor Two-Way Streets - streets which serve local public transit movement and as neighborhood collector streets.

Mixed Use Area - area adjacent to the J and K Street corridor in the frame where a healthy and unique mixture of low intensity commercial, office and residential uses currently exist and should be continued.

Mixed Use/Residential Emphasis - area adjacent to the L Street and Capitol Avenue corridor in the frame where a mixture of office and residential uses is appropriate; to retain the residential character and use of existing structures is encouraged, and office uses will be limited to a number per specified area.

Multi-Use - area within the mid and northern portion of the CBD where the higher density office, residential and related commercial uses are encouraged to locate.

Neighborhood In-Fill - refers to new, smaller residential developments that occur on existing lots.

Open Space Linkages - are lineal spaces adjacent or within existing street right-of-ways where additional amenities (i.e., landscaping, street furniture, etc.) should be provided for improved pedestrian or bicycle circulation.

Planned Neighborhood - areas proposed for larger scale new multiple-family residential development(s) which contain within the area neighborhood-oriented activities and facilities.

Regulatory Controls - are those devices employed by the City to direct private development toward the goals and objectives of the Plan. The traditional development regulations of planning controls (e.g., zoning), architectural review, and housing and building codes will be utilized as the regulatory devices.

Definitions (Cont'd)

Resident Parking Permit Program - the program would establish controls which restrict all-day curbside parking, with the exception that vehicles bearing a resident decal may park within the authorized zone without regard for the time limit restriction.

Selective Clearance - demolition of structure(s) generally beyond rehabilitation and which have no historic significance in order to utilize the site for another development.

Sensitive Housing Code Enforcement - listing the serious code violation most dangerous to health and safety and preparing a realistic time-table for meeting the needed repairs based on the homeowner's economic ability.

Tax Increments - Once an area is designated as a redevelopment project, the present assessed valuation of all properties in the area are determined. In succeeding years, the taxes generated by increases in assessed valuation, since the base year, are tax increments. The tax increment is then available for funding additional redevelopment projects and repayment of indebtedness.

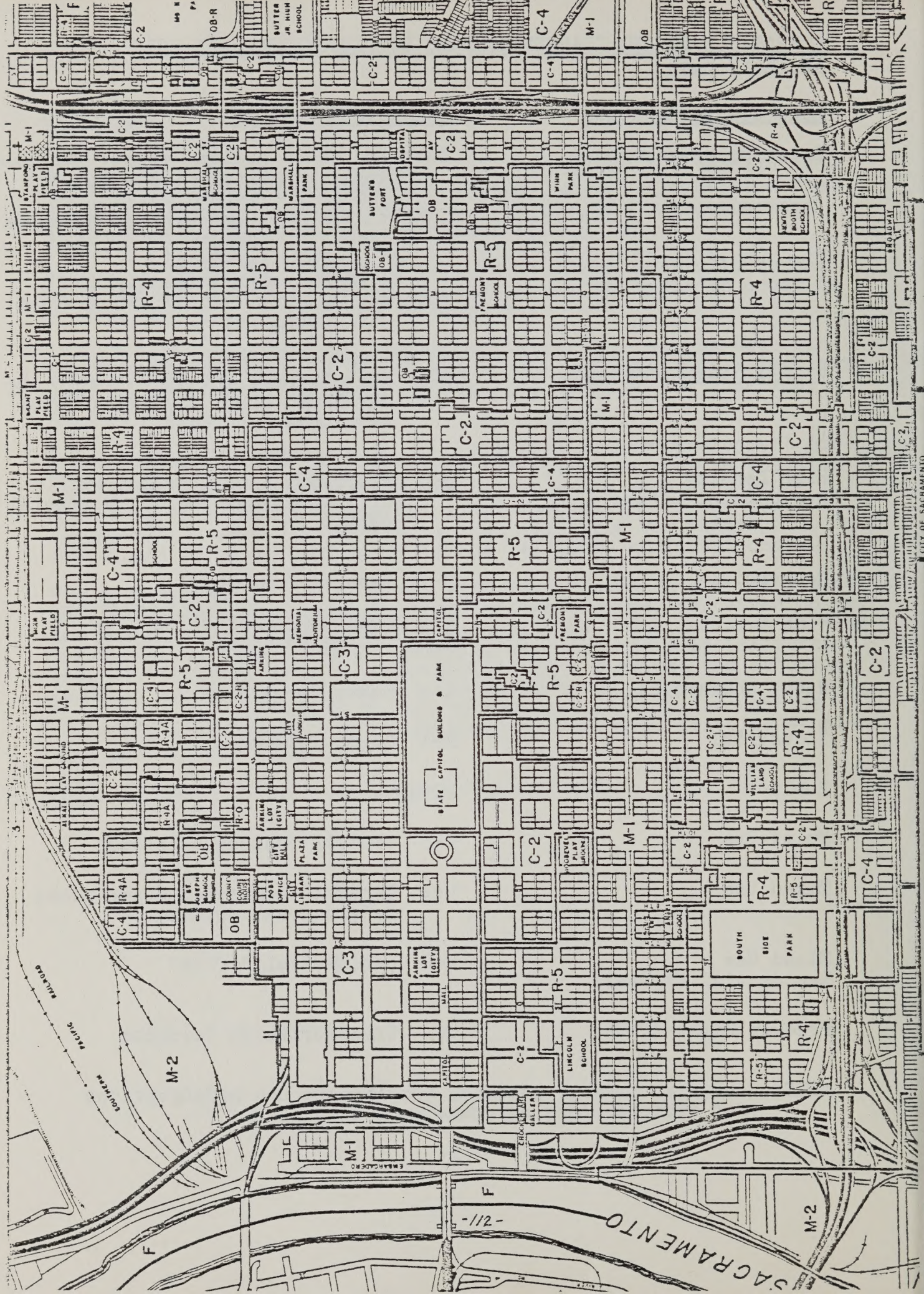
Travel Mode Choice - Individuals base their decision of travel mode upon each's personal assessment of the travel time, perceived costs, and convenience of the alternatives available. The decision is also influenced by the particular mobility need for the trip (salesman, visitor, shopping trip) and the individual's physical and economic factors, as well as concern for the environment. These factors are considered for aggregated travel to the Central City through the observation of present, and anticipation of future, traveler sensitivities to each factor.

UMTA - Federal Urban Mass Transit Administration.

C. COMPARABLE ZONING CLASSIFICATIONS TO DESIGNATED LAND USES
IN DRAFT PLAN

<u>Land Use Designation</u>	<u>Comparable Zone(s)</u>
Existing Neighborhood	Interim: R-4 Medium Density Multiple Family (with density reduction) R-3 Light Density Multiple Family R-2 Two-Family R-1 Single Family Future: One new zone with flexible densities
Planned Neighborhood	R-5 High Density Multiple Family or; developed under a planned unit development concept.
High Density Residential/Office	R-0 Residential/Office Zone with office uses srequiring a special permit
Commercial	C-2 General Commercial
Office	C-2 General Commercial or OB Office Building
Heavy Commercial	C-4 Heavy Commercial
Industrial	M-1 Light Industrial
Public	NONE
Multi-Use	C-3 Central Business District
Mixed Use	C-2 General Commercial (with added height restrictions)
Mixed Use Residential Emphasis	R-0 Residential/Office
Freeway Right-of-Way	TC Transportation Corridor

NOTE: Density, height, setback, parking and use modifications for various zones are recommended in Plan.



D. STUDY PROCESS

The Central City Planning study process was comprised of three phases. The first phase was devoted to the collection and analysis of characteristics pertinent to the Central City and the finalization of goals. The second phase was concerned with the preparation of alternative schematic plans. The third and final phase was devoted toward finalization of the preferred alternative plan.

Study Phase One

Phase one analyzed the key socio-economic, land use, and transportation trends that have occurred within the Central City. The analysis identified the main problems and potentials of the Central City within the context of the Sacramento region. Once the key issues confronting the future of the Central City were determined, efforts were undertaken to finalize the goals of the study. As part of this effort, an extensive attitude survey was conducted of Central City residents, shoppers, and employees. These surveys provided the community's feelings toward the Central City today and how they would like to see the Central City in the future. The attitude survey results coupled with the technical analysis provided the basis upon which final goals were formulated. The goals served as the official guidelines from which the Plan was developed.

Study Phase Two

Phase Two was devoted toward the preparation of three alternative schematic plans. The plans were based upon the goals and upon preliminary market forecasts. The plans set forth alternative land use, open space, and transportation arrangements for the Central City. The three plans were presented to the community at various public meetings and to the City Planning Commission and City Council. The reaction to the plans by these various groups provided the basis upon which a preferred plan was chosen.

Study Phase Three

Phase Three was devoted toward a series of more intensive studies directed toward the finalization of the preferred plan (or as termed in this report, the Comprehensive Plan). The Central City housing market forecast and CBD market forecasts were finalized. Additional transportation and land use studies were undertaken. Each of these studies provided additional information for revision and finalization of the Comprehensive Plan.

The Plan was put to a final test by the preparation of an impact analysis. This analysis identified the probable consequences upon the socio-economic characteristics of the Central City, upon public facilities and services, and upon energy consumption and the natural environment if the Plan were implemented. The following summarizes the results of the impact analysis.

Socio-Economic Impacts

The Plan encourages increased economic activity which provides the catalyst for changes in the social characteristics of the Central City.

The main thrust of economic activity is increased office space use in the Central City. Given the nature of the office space demand, greater employment opportunities will be afforded to middle-high income persons than to low income persons.

Housing demand by middle-high income persons will substantially increase within the Central City as a result of the increased employment opportunity. This increased housing demand coupled with the conservation strategy in the neighborhoods will afford greater housing opportunities to middle-high income persons than to low income persons.

The extent that the Plan negatively impacts existing low-income residents is dependent upon the public sector's ability to minimize these impacts through their financial and legal powers.

Impacts Upon Man-Made Support Systems

The Plan increases both total population and total employment within the Central City. These increases will necessitate certain improvements to public services and facilities (namely, police, public schools, parks and recreation, public transit, parking, and roadway improvements). The improvements will be at expense to local government. These expenses will be in better balance with the additional tax revenues generated by the Plan because of the increased numbers of middle-high income employees residents.

Impacts Upon Natural Support Systems

The Plan will have a positive effect upon energy conservation and the natural environment with the exception of noise pollution.

As a result of increased energy conservation and improved vehicular emission rates, air quality will improve as related to the Central City. If similar measures are not implemented upon a City and regional-wide basis, though, the National Ambient Air Quality Standards will not be met over the long-term in the Sacramento Metropolitan Area.

Noise levels associated with vehicular traffic will increase slightly from today. The greatest changes in noise levels will be the result of redirecting traffic within the Central City.

The impact analysis provided the final basis for revision to the Plan during the third phase of study. Subsequently, the final task of the third phase was the development of an implementation strategy for the successful achievement of the Plan.

CITIZEN PARTICIPATION

A citizens committee was charged with the responsibility in formulation of the Plan. This citizens group (the Central City Study Committee - CCSC) was comprised of a range of interests including residents, property owners, and the business community. The CCSC was involved in all aspects of the Plan's development and was responsible for making all decisions concerning the Plan's direction.

The community at large also participated during the planning process. During the early portions of the study, the CCSC heard numerous presentations from public groups concerning the Central City. As part of the first phase effort of the study, surveys were conducted of people residing, shopping, and working in the Central City as to their perceived problems with the area and desires for the future. Newspaper and television coverage plus public meetings were utilized during the selection of a preferred alternative plan to ensure adequate community input. Likewise, prior to the printing of the final Comprehensive Plan report, efforts were made to encourage community reaction/endorsement of the Plan's proposals.

E. METHODOLOGY FOR ESTIMATING HOUSING NEEDS

The methodology typically used to estimate housing need associates population characteristics with the housing stock. Three indicators are generally used to provide an estimate of the number of persons in need of housing.

- Physically substandard housing indicated by lacking some or all plumbing facilities.
- Overcrowded housing indicated by having 1.25 persons or more per room.
- Overpayment of housing indicated by people paying more than 25% of their income.

The isolation of households with all three problems is the desired approach to assessing housing need.

The only information sources which provide comprehensive data on population and housing is the 1970 U.S. Census and to a lesser extent the 1975 special census conducted by the Sacramento Regional Area Planning Commission (SRAPC). To estimate housing need by low income, moderate income, and elderly household characteristics (age, income, and household size). This necessary cross-tabulated data is currently not available. Consequently, the standard methodology for estimating housing needs by population group in the Central City could not be utilized. (It is recommended that the 1980 U.S. census be programmed so housing needs can be more accurately defined using this methodology.)

The following alternative method was used for this study. Housing falling below a certain threshold value was considered to indicate housing need. This approach utilizes census data and measures market dynamics or the filtering process. (Filtering is a process whereby housing is made available to groups of varying incomes through the addition of units to the housing stock, freeing units at lower value and rent levels.)

A similar approach was utilized by SCRAPC in their 1974 report entitled "Quantitative Housing Needs," by the City of Sacramento in their Community Development application for the Housing Assistance Plan; and in the Central City October, 1975, report, "Housing Market and Related Services Analysis."

Since housing needs were estimated for the Central City in the previously identified report, the following represents an update of that analysis. Housing need is identified by owner-occupied and renter-occupied housing types.

Owner-occupied housing need is defined as units with a value below \$10,000. A slightly higher standard for ownership housing was utilized than the City-wide level of \$7,500 because of the relatively small portion of ownership units in the Central City, and the fact that in

the Central City median value was \$14,500 at that time. An update of owner-occupied housing need is not possible because the 1975 special census did not record housing value. Therefore, the table on page is extracted from the Central City "Housing Market and Related Services Analysis" report.

The ratio of 4:1 (units suitable for rehabilitation to units considered substandard) was applied to the total deficient units to estimate substandard housing. This ratio was developed by SCRPAAC in their "Quantitative Housing Needs" report.

Renter occupied housing need was defined in the "Housing Market and Related Services Analysis" report as renter occupied units renting for less than \$80 in 1970. The 1975 special census recorded rents by \$50 increments. Therefore, the following updated estimate of renter occupied housing need is defined as units renting for less than \$100 in 1975. (Refer to table on page 118.)

As noted previously, a 4:1 ratio was applied to the total deficient units to estimate substandard housing.

In summary, estimated housing need in the Central City is comprised of: 161 owner-occupied units of which 120 units are suitable for rehabilitation and 41 units considered substandard; and 6025 renter-occupied units of which 4516 units are suitable for rehabilitation and 1509 units considered substandard.

OWNER-OCCUPIED DEFICIENT HOUSING BY CENTRAL CITY NEIGHBORHOOD - 1970

	<u>Total Central City</u>	<u>Northeast (CT 4)</u>	<u>Alkali Flat (CT 5,6)</u>	<u>CBD (CT 7, 10, 11)</u>	<u>S/Capitol (CT 8 9, 12)</u>	<u>East N/Capitol (CT 14)</u>	<u>East S/Capitol (CT 13)</u>	<u>South- east (CT 19)</u>	<u>South- side (CT 20, 21)</u>
<u>Ownership Units</u>									
Median Value	\$14,500	\$13,600	\$13,400	\$14,100	\$15,400	\$18,600	\$15,100	\$14,600	\$14,600
Total Owner-Occupied	2,196	512	276	54	104	147	179	378	546
Less than \$5,000 Value	7	1	5	-	-	-	-	1	-
\$5,000 to \$7,499	37	12	7	3	3	-	2	5	5
\$7,500 to \$9,999	<u>117</u>	<u>40</u>	<u>24</u>	<u>1</u>	<u>5</u>	<u>3</u>	<u>5</u>	<u>16</u>	<u>23</u>
Housing Need - Units	161	53	36	4	8	3	7	22	28
Estimated Sub-Standard 4:1	41	13	9	1	2	1	2	6	7

Source: 1970 U.S. Census

RENTER-OCCUPIED DEFICIENT HOUSING BY CENTRAL CITY NEIGHBORHOOD - 1975

	<u>Total Central City</u>	<u>Northeast (CT 4)</u>	<u>Alkali Flat (CT 5,6)</u>	<u>CBD (CT 7, 10, 11)</u>	<u>S/Capitol (CT 8 9, 12)</u>	<u>East N/Capitol (CT 14)</u>	<u>East S/Capitol (CT 13)</u>	<u>South- east (CT 19)</u>	<u>South- side (CT 20, 21)</u>
<u>Rental Units</u>									
\$0 - 49	755	44	269	63	125	141	65	14	34
\$50 - 99	<u>5270</u>	<u>311</u>	<u>1006</u>	<u>1203</u>	<u>717</u>	<u>486</u>	<u>465</u>	<u>225</u>	<u>857</u>
Housing Need- Units	6025	355	1275	1266	842	627	530	239	891
Estimated Sub-Standard 4:1	1509	89	319	317	211	157	133	60	223

SOURCE: 1975 Special Census

July 12, 1977

F. MINORITY REPORTS

Mr. Ray Takata, Chairman
Central City Study Committee
Planning Department
City Hall
Sacramento, California

Re: Minority Report

Dear Ray:

Attached you will find text and drawings comprising my minority report.

In the interest of brevity I have limited my comments to these subjects: Land Use, Transportation and Movement, Community Participation, Redevelopment, and Zoning.

Sincerely yours,

VAN KING

cc: Art Gee, Principal Planner
CCSC Staff

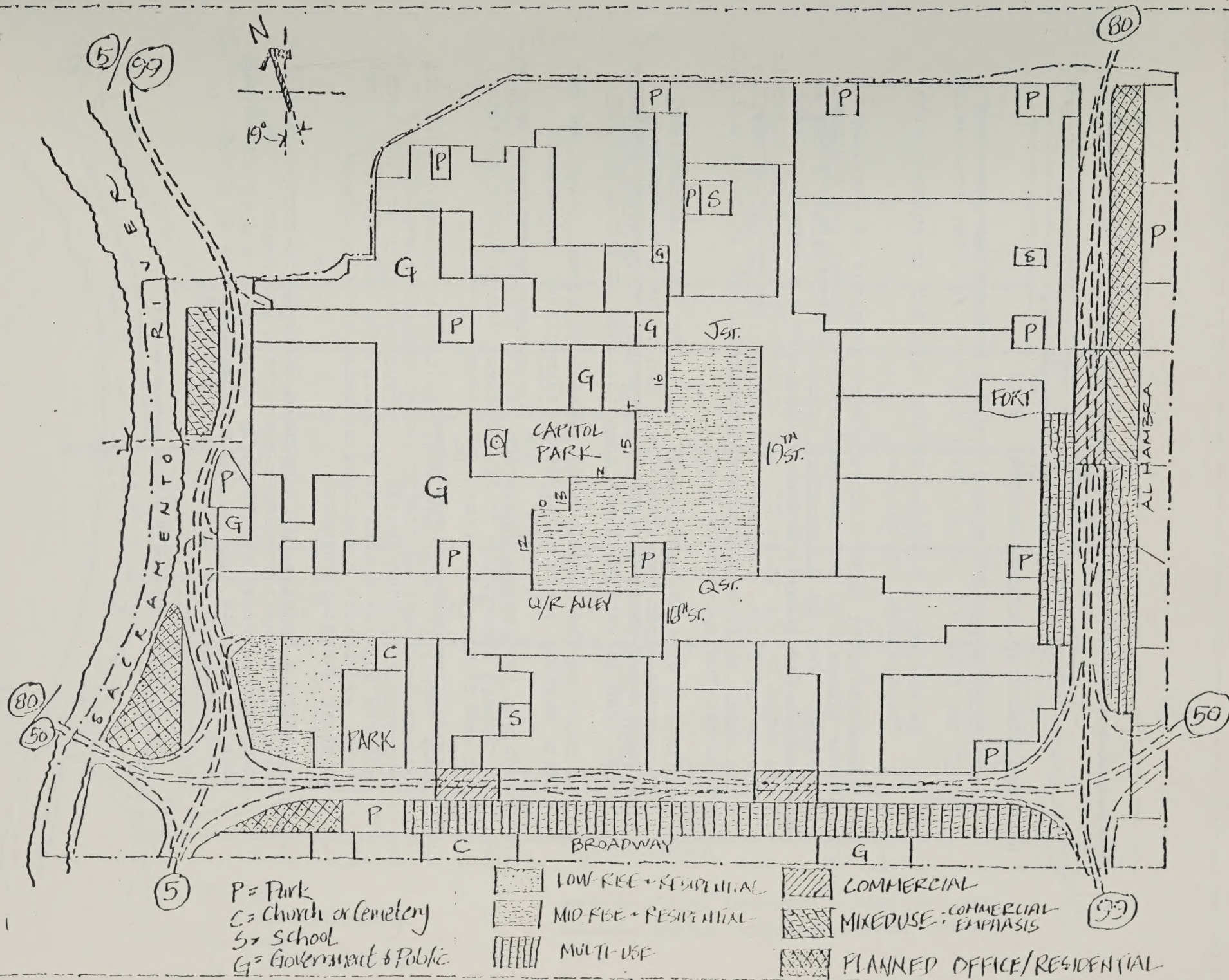
LAND USE MODIFICATIONS

[See attached map]

- (1) Redevelopment approach should not be used in East Capitol Area. Rather, this should be a mid-rise/conservation concept.
- (2) A. Strip of land between X Street and Broadway from I-5 Interchange to 99 Interchange be identified for Commercial/Office/Residential mid-rise to high rise development. Investigate establishment of new Redevelopment Project Area(s) in sections of this area which show a consistently declining property value assessment.
B. Same comment as in (2) A. applied to the strip of land between 30th Street and Alhambra Boulevard.

NOTE: These properties will never reach their full potential until they are redeveloped incorporating present uses, the positive and negative presence of the freeway; combining passive solar building design with freeway noise and vibration absorption and active solar energy systems.

- (3) Additional housing as shown along the River.



TRANSPORTATION AND MOVEMENT

- (1) See preferred Roadway System. Note:
 - (a) Elimination of one way streets through the center of the City and replace with a system of 2-way boulevards.
 - (b) Extension of H Street at the West End to connect with Front Street in Old Town.
- (2) Extend bikepath from Discovery Park terminus of American River Bikepath to Old Sacramento and K Street and O Street termini. Require an on-grade crossing with safety gates at the S.P. Mainline (I Street Bridge) and a bikepath on land now owned by the State for use in development of the Historic Museum and Shops. Request that this bikepath be included in the State Railroad Park Development Plan and in the S.A.R.P.C. Regional Transportation Plan.
- (3) Build the Richards Boulevard (I-5 to Rt. 160) connection as a grade separated freeway and don't put 15th Street through to Rt. 160 at Sproul Boulevard. This would probably cost less in local dollars than the 15th Street extension.
- (4) As shown on the Roadway map: Make 16th Street 2-way and get State Highway funds to make an "attractive" conversion.
- (5) Complete the pedestrianization of the K Street Mall: Close to through automobile traffic between 2nd and 12th Streets. Get rid of the tank traps.
- (6) Limit supply of long term employee parking spaces within the core to 5 percent of the projected employee population (approximately 2700 spaces). Encourage supply of long term employee parking spaces at RT designated Park and Ride locations, especially those lots operated in joint use with suburban shopping centers.
- (7) Institute a transit tax increment to apply to properties along principal transit corridors throughout the region. Tax exempt properties, particularly educational and governmental uses which would tend to place a heavy demand on transit services, would pay an in lieu transit tax.

COMMUNITY PARTICIPATION

REDUCTION OF "RED-TAPE"

I. SUMMARY

Present procedures require that public hearings be conducted only by City-wide Boards, Commissions or Councils (Exception: Redevelopment Areas: Alkali, Del Paso and Oak Park Project Area Committees). Generally, sub-areas or regions within the City do not regularly exercise any discretionary prerogative in the formal public hearing procedure. Potentially these areas must absorb the impacts of decisions that are made elsewhere.

This proposal would formally establish two levels of discretionary action: local and City-wide. The designation of local areas and the operational responsibilities of local area committees would be defined by City Ordinance. Creation of a local committee would be by initiative petition of at least a majority of the registered voters and property owners of a designated area, once the ordinance is in effect. Until such time as a local area committee formation petition has been filed with the City Clerk and has been adopted by the City Council, all discretionary action would take place at the City-wide level only. Once local area committees have been established, then all action items relevant to their areas would be acted upon locally, first. In the absence of local area action, City-wide action would be taken after a specified time period.

This proposal would refer all City-wide discretionary action directly to the City Council and local area committees and withdraw all discretionary authority from City-wide boards and commissions, excepting where by ordinance the City Council formally mandates its discretionary function to another body along with no possibility of further legislative appeal. Present boards and commissions would function in an advisory capacity and on policy matters only, offering opinions and suggestions as requested by City Council or local area committees.

Operationally this proposal could result in a slight reduction of the Planning Department staff and a commensurate increase of the City Clerk staff. The proposal would probably require the time of an information and library systems specialist familiar with manual and automated data collection, filing, sorting and retrieval systems. All local area committees would be manned and staffed by volunteers acting according

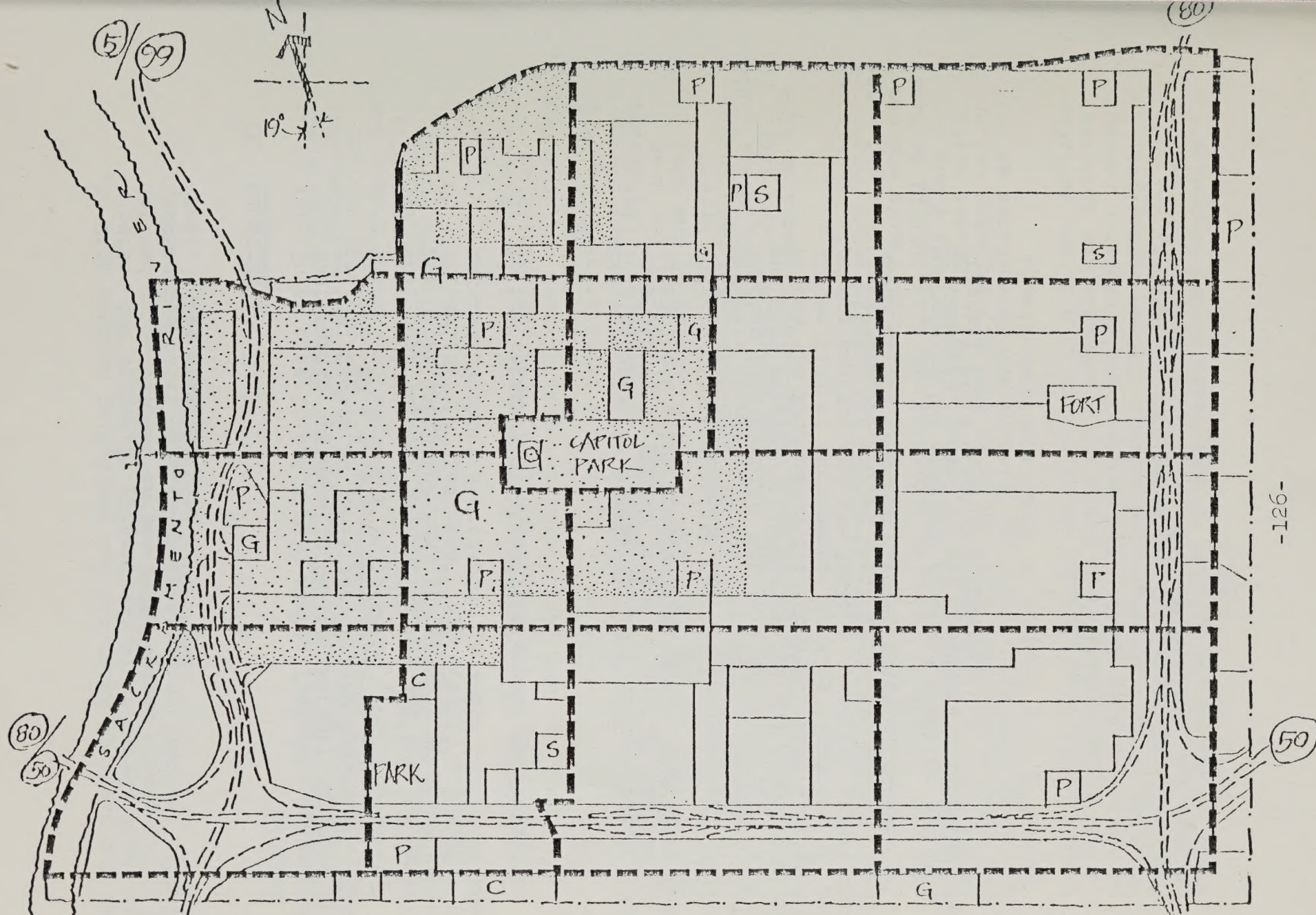
to City Council guidelines and motivated by their own self-interest and community good-will. Minor Census Zones as defined by S.A.R.P.C. in the 1975 Special Census are the recommended local discretionary areas or "factual" neighborhoods. [See attached map]

II. OBJECTIVES

- (1) In an orderly and timely manner formulate plans and conduct public business in an open manner; assuring access to the process to those persons who desire it. Mitigate disputes in a fair and consistent manner.
- (2) For those persons seeking to use and develop material resources including real property in downtown Sacramento. Streamline the "red-tape" (application and permit procedures) without sacrificing intended public safeguards.
- (3) Do not separate planning from executive functions.

III. SCOPE

- (1) This discussion applies to discretionary action requiring some manner of public review or special permission by the local legislative bodies (Exception: Executive Sessions).
- (2) Applies to the adoption, or action upon, all general and specific policies, plans, procedures, budgets, surveys, funding applications, use permits, reports to and from the City Manager, City Ordinances and Resolutions brought before the Sacramento City Council, Redevelopment Agency of the City of Sacramento, Housing Authority of the City of Sacramento, and the Parking Authority of the City of Sacramento and any of their appointed boards and commissions having specific discretionary authority.
- (3) Limited to the Regional Analysis District #90 (U.S. Dept. of Commerce, Bureau of The Census) and includes the "Central City" area of Sacramento.



(5)

P = Park
 C = Church or Cemetery
 S = School
 G = Government & Public

FACTUAL NEIGHBORHOODS

(99)

FACT AREA BOUNDARY (S.A.R.P.C./U.S. CIVIL)
 PUBLICLY SPONSORED REDEVELOPMENT PLAN(S) AREA(S)

REDEVELOPMENT

- (1) That the Agency comply with State regulations requiring biennial project plan review. (State Health and Safety Code § 33348.5).
- (2) That the Agency adopt the housing quotas for very low, low and moderate income households (Health and Safety Code § 33413, et seq.) displaced during implementation of Redevelopment Plans and that replacement units for at least 50 percent of the units lost be located in the Central City.
- (3) That the Agency immediately begin implementation of Article 13: §§ 33460-33466 of the Health and Safety Code, as it specifies the merger of existing Redevelopment Project Areas for purposes of financing (2) above.
- (4) That the Agency file its annual report and audit (Health and Safety § 33080) and also make copies of the same available to the City Clerk and the Municipal Documents Section of the City and County Library.
- (5) Investigate new redevelopment project areas between X Street and Broadway and between 30th Street and Alhambra Boulevard. See Land Use section of this report for further discussion.

ZONING PROPOSAL: CONSERVATION ZONE

I. SUMMARY AND PROPOSAL

- (1) Declare the entire Central City a conservation zone: all existing land uses to be conforming and permitted uses.
- (2) Permitted new developments are those specified in the Central City Land Use Plan. See translation of land use categories into conventional zoning categories. Note special conditions.
- (3) A public hearing(s) and special permit is required for all exceptions to (2) above. A hearing and permit is also required for a proposed expansion of an existing use as defined in (1) above which is different from the permitted new development specified in (2).

II. OBJECTIVE

- (1) A simple system which can be unequivocally interpreted, easily administered and defensible in public hearings.
- (2) A system which largely conserves what now exists of the Central City as fully developed and specifically directs any future development in a manner consistent with what now exists.

F.

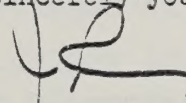
July 27, 1977

Mr. Ray Takata, Chairman
Central City Study Committee
Planning Department
City Hall
Sacramento, California

Dear Ray:

Attached you will find some thoughts I have assembled to be forwarded with the Study for consideration as my minority report. As you know I have some serious misgivings about the Transportation Element of the Plan, and hope the committee will make additional changes in the plan after the public hearings.

Sincerely yours,

A handwritten signature in dark ink, appearing to be 'JR' or 'John', written over a horizontal line.

John Roberts

MINORITY REPORT SUBMITTED BY JOHN ROBERTS

- I. I would like to recommend that the City adopt a policy that would eventually phase out most of the one-way street system in the Central City.
- II. I would strongly recommend that the public transit system be made more attractive so that it would become a viable alternative to the automobile. This could be accomplished by the following:
 - A. Express bus lanes in the Central City.
 - B. Bus stops that do not require the bus to pull out of the traffic lane for loading and unloading passengers.
 - C. Park and ride facilities for express lines to feed the major employment centers and the City.
 - D. A parking rate structure that is financially more attractive to the commuter.
 - E. A public system that does not compete with the automobile but is superior to it.
- III. I would strongly support the concept of the Historical Trolley Loop system.
- IV. I would like to see a policy adopted that would close some of the major freeway off/on ramps at certain hours of the day. I would see this as a means of forcing commuter traffic to use the freeway system to major employment areas, thus reducing impact of automobiles on residential neighborhoods.
- V. I would encourage less emphasis on the use of stop lights as a means of regulating and slowing traffic. More emphasis should be placed on using attractively designed street diverters, and, in some cases, closing streets to through traffic.
- VI. I make these recommendations only as a matter of policy. I think if we adopt the policies then we can fill in the time lines and the specifics at a later date.

We must offer alternatives to the automobile and begin the educational process of moving the public out of their private cars and into public transportation.

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February 1977

CENTRAL CITY COMPREHENSIVE PLAN